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AGRICULTURAL ADMINISTRATION COMMITTEE

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MINISTRY OF FOOD & AGRICULTURE
(DEPARTMENT OF AGRICULTURE)
GOVERNMENT OF INDIA
OCTOBER 1958

28

REPORT

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AGRICULTURAL ADMINISTRATION COMMITTEE

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(DEPARTMENT OF AGRICULTURE)

GOVERNMENT OF INDIA

OCTOBER 1958

At the head of all sciences and arts,
At the head of civilisation and progress,
Stand not militarism, the science that kills;
Not commerce, the art that accumulates;
But agriculture, the mother of all industries,
And the maintainer of human life.

D.O. No.5(6)/58-NC

AGRICULTURAL ADMINISTRATION COMMITTEE

Ministry of Food & Agriculture

Government of India

New Delhi, October 27, 1958.

Dear Shri Damle,

The Report of the Agricultural Administration Committee, appointed by the Government of India in Department of Agriculture letter No. 3-35/57-GMF (Co), dated 28th February, 1958, is submitted herewith.

Yours sincerely,

Surendra Singh Nalagarh

J. S. Patel

J. V. A. Nehemiah

K. Sachidanandam

R. N. Mathur

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Secretary to the Govt. of India,
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CHAIRMAN

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Shri J.V.A. Nehemiah,
Extension Commissioner,
Ministry of Food & Agriculture.

Shri M.L. Wilson,
Ford Foundation, New Delhi.

Shri K. Sachidanandam,
Deputy Financial Adviser,
Ministry of Food and Agriculture.

Dr. R.N. Mathur (*Member-Secretary*),
Deputy Agricultural Commissioner,
Ministry of Food and Agriculture.

COOPTED MEMBERS

Secretary to Government-in-charge Agriculture,
Director of Agriculture
&
Registrar Cooperative Societies
of the States visited.

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CHAPTER I

INTRODUCTORY

Appointment of the Committee.

1.1 At the Conference of State Ministers of Agriculture, held in Srinagar in October, 1957, it was observed that serious delays in the execution of several agricultural production schemes in the States were due to administrative complexities and over-centralization of powers both administrative and financial. The Conference suggested that the Central Government should set up a committee, consisting of experts and administrators, both from the Central and State Governments, which should visit four or five States and recommend for the consideration of the State Governments a model agricultural organization in the States, as well as measures for the delegation of powers to agricultural officers at all administrative levels. The Government of India, in accordance with the recommendation of the Conference of State Ministers of Agriculture appointed a committee to make recommendations on the lines of the resolution passed at the Srinagar Conference (Appendix I).

Terms of Reference.

1.2 The terms of reference of the Committee as communicated in Government of India's letter No. 3-35/57-GMF (Co), dated 28th February, 1958 are given below:—

(*i*) to suggest simplification of administrative and financial procedures in order to expedite the implementation of agricultural production schemes; and

(*ii*) to suggest a model agricultural organization in the States, along with suggestions for delegation of suitable powers at various levels in the States, so that agricultural production schemes may be carried out speedily.

Both the terms of reference have been taken together in this report.

1.3 On a clarification sought by the Committee (Appendix II), the Government of India informed the Committee that it need not go into the working of Animal Husbandry and Forest Departments of the States as this was likely to cause delay in the finalization of the Report. It was

felt that the procedures required close examination and may differ from those prevailing in the agriculture departments. It was, however, stated that once the Report of the Committee was received, an examination could be made if the recommendations in respect of agricultural production programmes could apply also to Animal Husbandry and Forest Departments. In view of this, the Committee confined itself to an examination of the working of State Agriculture Departments only.

Programme of work.

1.4 The Committee held its first meeting on 8th March, 1958 when the plan of work was discussed. At this meeting it was also decided to issue a Questionnaire (Appendix III), which was sent to the State Governments. The Committee decided to visit a few selected States, beginning with the 9th May with a view to obtaining first hand knowledge of the local problems and the difficulties experienced by the workers at all levels in the State Departments of Agriculture. The States visited were Assam, Bombay, Bihar, Punjab, Andhra Pradesh and Madras. Among Union Territories, Himachal Pradesh was selected for the visit of the Committee.

1.5 In the course of these visits, the Committee took the opportunity of meeting the staff employed at all levels in the Agriculture and Community Development Departments from the Village Level Worker and the Agriculture Inspector, right upto the Development Commissioner and the Director of Agriculture, for free and frank discussions of their difficulties and needs. Wherever possible, the Committee had the privilege of meeting the State Ministers incharge of Agriculture. The Andhra Pradesh Government set up an ad-hoc Committee consisting of official and non-official members of the State Farmers' Association to examine and reply to the Questionnaire issued by the Committee. While in Andhra Pradesh, the Committee also met this ad-hoc Committee set up by the State Government. The Committee completed its visits to the States on 14th September, 1958 and met in New Delhi from 20th September to 8th October, for finalising the report. The Draft Report of the Committee was also considered by the representatives of all the State Governments at a meeting held at New Delhi from 11th to 13th October and their views and suggestions have been incorporated wherever found necessary.

1.6 Shri J. V. A. Nehemiah, Extension Commissioner in the Ministry of Food and Agriculture, Department of Agriculture, joined the Committee in April, 1958, immediately after Dr. R.J. Kalamkar's departure to join the Madhya Pradesh Department of Agriculture, as Director of Agriculture. Shri M.L. Wilson of the Ford Foundation was available for preliminary

discussions but could not accompany the Committee on its tours to the States due to weak health. He proceeded to the United States of America in May, 1958.

The Problem and the task ahead.

1.7 In all its meetings with State officials, the Committee invited frank and open discussions and an assurance was given that no individual or State would be quoted in the report. Keeping in mind the terms of reference assigned, the Committee was as anxious to study the darker side of the picture as the brighter one, and such an assurance in the Committee's opinion, helped to achieve this objective.

1.8 Throughout its tour in the States and in discussions held at all levels, with research workers and teachers in agricultural institutions and Colleges, with workers engaged in development activities in the field and with administrators and farmers, the Committee was struck by the prevailing low morale among the agricultural services and the frustration arising from the belief that agriculture hardly ever received the attention that it deserved; was treated in the past and is still being treated as a 'minor' department, only to be remembered in times of national emergency of food shortage, arising partly from the ever increasing population and partly from the failure of monsoon or uncharitable weather conditions. Little attention has been paid to building up stable departments of agriculture manned with adequate competence and with the requisite sense of urgency and singleness of purpose. Agriculture has never received its due share in the national intellect-mainly for the reason that conditions of service as compared to other services have not been attractive enough for the young men of the nation, who offer agriculture as positively their last choice. In the State Departments of Agriculture, a very large proportion of the posts—30%-80%—are of a temporary nature, promotions are few and far between, and are given largely on the basis of seniority and seldom on the basis of merit. Cases are not lacking of promising workers in research having to hang on from 10 to 20 years on posts entirely temporary, with hardly any prospects of old age pension and other benefits. Absence or near absence of selection grades and various other handicaps have lowered the stature of the agriculture services in the country. Many who are competent have to struggle against a cumbersome and outmoded administrative machinery which, not only makes it futile to strive to be competent but even encourages and promotes mediocrity, bestows on them responsibility without authority over either their budget or the individuals placed under them, wastes precious weeks and months in perfecting procedural niceties, relegates

the field and the scientific worker to the domain of paper, files and accounts, and denies technical leadership and recognition in the field of his specialisation. It is indeed, a sad commentary on administration that the recommendations made nearly thirty years back in the epoch making Report of the Royal Commission on Agriculture in India, received only nominal attention. Many other similar documents, produced subsequently, and the recommendations made therein met a similar fate. Administrative conveniences have not infrequently brushed aside technological necessities. As aptly pointed out in a recent review of food production programmes in a State, "the problem of increasing agricultural production in India is more an administrative problem than a technical one". By this it is meant that, "our agricultural scientist will not have to make any new discoveries or recommend any new measures before we can plan for additional food production. All that is necessary is to follow, on a larger scale the advice about the methods of cultivation which the various departments of agriculture have been recommending to the farmers over the last decade. The real problem is to make all the ryots, big and small, adopt these revised methods, and that is a problem for the administration".

1.9 The Committee is strongly of the opinion that a streamlined agricultural administration is an urgent necessity and the food situation of the country can be appreciably eased if positive steps are taken to achieve this objective. Administrative lapses have universally contributed towards shortfalls in implementation of Agricultural schemes and thereby directly caused shortfalls in production. The picture is indeed bleak enough to justify that drastic measures be taken, not merely to retrieve the situation but even more, to make up for time already lost. A change of heart, and of purposes and of leadership in the field of agriculture is of National importance. A bold attitude to see 'new wine in new bottles' has to be developed towards reforming Agricultural Administration in India. The problem has also been vigorously posed by Dr. Ensminger in the following words :

> "The administration and staff of agricultural departments needs to be thoroughly reoriented, on a vigorous and broad scale, to give first priority to an impact action programme for higher food production. India has the know-how for food production. The crux of the problem now is one of gearing up its administration to get the food produced.
>
> "As one looks at the administration of agricultural programmes, both in the Centre and the States one observes two disturbing things. First, there seems to be an almost total absence of any sense of urgency about increasing food production; there is even, one might say, what appears to be an actual acceptance of the traditional village farming methods which yield so little. The conviction that these ways must be changed, and that it is the crucial business of the agricultural departments to change them, does not

seem to have taken hold. The tendency appears strong to keep to the traditional emphasis on regulatory activities rather than active field development, or, to put it bluntly, to concentrate on paper rather than people.

"Second, these attitudes result largely from the fact that the administration of agricultural programmes, in its machinery and procedures, is simply not keyed to development. It is keyed to regulatory functions, again to paper rather than people. It has had little to no experience in mounting an impact programme involving all of India's villages in accomplishing a specified result.

"This is in no sense a condemnation or criticism of individuals—rather of a system, an administrative point of view which in pre-Independence days may have been acceptable but is wholly inadequate in the urgent, indeed emergency needs of the nation today.

"If India is going to mobilize itself for food production, the agricultural departments in both Centre and States must frankly face up to the fact that the whole administration in its objectives, its procedures, its rules, its staff assignments—needs re-orientation to an impact programme for increasing food production in the fields of each of over half a million villages.

"Specifically, the first step needed is that a realistic action programme must be drawn up which will bring to the village fields the knowledge, the farm supplies, the technical staff and advice necessary to help and encourage the village farmer to change his old unproductive ways.

"Secondly, staff must be assigned or re-assigned, and given responsibility with adequate authority for carrying out this programme.

"Thirdly, many old and once valued administrative procedures will have to be changed streamlined, if you will, to permit the programme to be carried out and the responsible staff to function, without being tied up in red tape. For example, I understand that to get a minor irrigation work underway requires the local officer to send it for approval twice—once for examination and inclusion of the project in the budget, the second time for review and approval of the budget itself. This cumbersome procedure obviously means delays inconsistent with the need for speedy action".

Acknowledgements.

1.10 The Committee would like to thank the State Governments for furnishing replies to the Questionnaire and for providing supplementary information, as and when required subsequently. One State did not reply to the Questionnaire issued and in the case of two other States, the reply was received after the finalisation of the draft report. The Committee is also indebted to the State Governments and to a very large number of State Officials at all levels, for arranging visits to various institutions and to places of interest and for extending their valuable help, assistance and hospitality in a generous

manner. The Committee would like to place on record its appreciation of the services rendered by Dr. R.N. Mathur, Member-Secretary of the Committee. Without his conscientious efforts, such a comprehensive study of the mass of information and material pertaining to the agricultural administration of States could not have been possible in such a short time. His labour and devotion made a significant contribution to the timely submission of this report. We are also grateful to Dr. W.S. Mann and Sarvashri T.R. Anand and B.D. Sharma who helped the Committee in the collection of material and analysing the data giving background information.

CHAPTER II

GROWTH OF AGRICULTURAL DEPARTMENTS AND THE PREVAILING SERVICE CONDITIONS

Growth of Agricultural Departments.

2.1 Agricultural Departments in most States were established between 1876 and 1905. Till the year 1920 these departments largely consisted of a few Deputy Directors of Agriculture, Agricultural Chemist, Economic Botanist, Entomologist, Mycologist, and some supporting staff. As the usefulness of plant breeding and genetics came to be recognised, posts of crop specialists or additional Economic Botanists were added to the Departments. During the thirties, under the inducements offered by liberal grants from the Indian Council of Agricultural Research and the Commodity Committees, a large number of research posts were created on a temporary basis; but the staffing of the education and extension branches remained unchanged. Staff was added as each individual new scheme was sanctioned with the financial assistance from the bodies referred to above, and some of these posts were made permanent later on. Owing to financial stringency in the States, it became difficult to secure any general expansion of the department, unless financial assistance was available from outside. This often led to starving of research on vital food crops like rice, millets and pulses, as the meagre State resources were allocated to research on sugarcane, cotton etc. Thus, conditions for planned growth and development of the Departments of Agriculture did not exist, though the research schemes of the I.C.A.R. and the Commodity Committees, apart from enlarging the field of research, rendered very valuable service by providing employment and opportunities for gaining useful experience to those who had specialised in agriculture and associated subjects.

2.2 It was only after 1944 that, under the stimulus provided by the Grow More Food Campaign, a real effort was made to strengthen the extension side of the Agricultural Departments. A substantial expansion in the field of agricultural education occurred during the First Five Year Plan, mainly arising from the demands made by the Community Development Programme.

Dependence upon Stimulus from the Centre.

2.3 Since the thirties the States, by and large, have been so used to being dependent upon the Central Government, the I.C.A.R. and the Commodity Committees for strengthening their departments of agriculture, that they find it very difficult to persuade their Governments to approve the schemes which have not been recommended by the Central Government or Central Committees. In the opinion of the Committee, this tendency of depending upon stimulus from the Centre for taking action on a subject which is the main responsibility of the State is not a healthy one.

Periodical review of needs by high power Committees.

2.4 The States should periodically undertake an examination of the structure, objectives and policies of the State Departments of Agriculture with a view to providing a balanced growth of the department and enunciating programmes and policies in consonance with the needs of the agriculture of the State. A Committee consisting of eminent agricultural administrators, scientists and progressive farmers can usefully undertake this examination, once in five years or so.

2.5 A similar Committee may be appointed at the Centre also, once in five years, to examine the programmes and policies of the Central Commodity Committees and other Central Institutions dealing with agriculture, with a view to promoting a balanced development of agricultural research, education and extension, and harmonizing the different, and at times conflicting, policies which impinge on land use, agriculture, animal husbandry and forestry. Since the appointment of the Royal Commission on Agriculture in India which submitted its report in 1928, there has been no comprehensive examination of the entire field of agriculture in its broad sense, though there have been a number of Committees which have examined different facets of agriculture at various times.

History of Agricultural Services and some recommendations of the Royal Commission on Agriculture.

2.6 Prior to 1920, only Bombay and erstwhile Central Provinces had a regular Provincial Agricultural Service, but as a result of the recommendations of the Public Services Commission, also known as the Islington Commission, such services were constituted in all the States after 1920, partly by absorption of special posts, partly by promotion from subordinate services and partly by direct recruitment. In all provinces the minimum pay of this service was Rs. 250/- p.m. and the maximum Rs. 750/- p.m. The strength of this

service in 1928 was 157. Below the Provincial Service, there were Subordinate Services with varying rates of pay, for which the qualification required was a degree or a diploma of an agricultural college. The scales of pay differed greatly, but the minimum starting pay of the upper grade was not less than Rs. 60/- and the maximum not more than Rs. 300/- per mensem. The lower grade of the service consisted mostly of those who held a certificate of passing the two years' course of an agriculture college, the minimum pay not being less than Rs. 30/- and maximum not more than Rs. 180/- per mensem. The lower grade of the subordinate service was eliminated in the thirties as by then all the Certificate courses had been converted into Degree courses.

2.7 In 1924 the recruitment to the Indian Agricultural Service ceased, because of the decision not to make further recruitment for all India Services in subjects which were transferred under the Constitutional Reforms of 1919, to the control of the Governors of Provinces acting with their Ministers. In 1924, the sanctioned strength of the service was 157; 138 being with the State Governments and 19 with the Government of India. By 1928, only 93 officers were performing the duties of these 138 posts in the States and Government of India. It was intended that a new superior Provincial Agricultural Service would be established to take the place of Indian Agricultural Service, but by 1930 the idea of constituting a common Superior Provincial Service was abandoned. A number of States, however, constituted a Class I Service as distinct from the Class II Service.

2.8 The Royal Commission on Agriculture in 1928 also made important recommendations with regard to the service conditions, but unfortunately most of these recommendations have not been implemented and many of our present problems of low morale and inefficiency would have been avoided if these recommendations had earned more sympathetic consideration.

2.9 The Royal Commission recommended that the scale of the Indian Agricultural Service should be sufficient for Class I appointments with special pay for research and administrative posts requiring exceptional qualifications. In a number of States, what was meant to be Class I Service was not at all established and what was meant to be Class II Service was required to carry out the duties to be performed by the higher service. The Commission had recommended that agricultural research in India required men who combined scientific knowledge and technical research of the first order, with a vision and creative power essential to the opening of an original line of work. The Commission further recommended that men capable of original research should be recruited to Class I Service and those

fitted to carry on the work along well established lines be appointed to Class II and the promotions from Class II to Class I were to be rare in the case of research posts. On the administrative side, it recommended that a considerable number of vacancies in Class I appointments be normally filled by promotion of Class II Officers. It was the considered opinion of the Commission that restrictions on recruitment of new superior Provincial Agricultural Service to a Province would tell quite seriously on its efficiency and the Commission was not in favour of short term agreements for engaging the agricultural workers. As against these recommendations, recruitment to Class I of the Service was practically restricted in all States to the residents of the State and promotions from Class II to the Class I were carried out on a liberal scale even in the case of research posts. In a majority of the States, the scales of pay of Class I posts were no longer attractive to men with first class talents. Furthermore, the opportunities for direct recruitment to research cadres were restricted by promotion of Class II Officers.

2.10 The Royal Commission had further recommended that promotion to Class II posts should be directly by selection on grounds of merit and that no weight should be attached to seniority. Unfortunately, in many cases merit was ignored and undue importance was attached to seniority, with the result that the quality of the service deteriorated.

2.11 The Royal Commission considered the posts of Director of Agriculture and the Principal of an Agricultural College of such importance that they scheduled them as selection posts, outside the cadre of Class I Officers. They suggested for the Principals of Agricultural Colleges a scale of pay of Rs. 1500-50-2000 and recommended that the Director of Agriculture should be placed on terms of equality with the Heads of other important Departments, such as those of the Public Instructions and Forests. It was recommended that the officers selected for the Directorship should combine administrative capacity with high scientific qualifications and if it happened that the postulated administrative capacity was not forthcoming in the Department of a particular Province, the local Government should, in the first instance, turn to the Agriculture Department of another Province and failing that to the Indian Civil Service. Unfortunately, these recommendations were also not implemented and an increasing number of Directorships went to officers of the administrative service.

Paucity of competent Officers.

2.12 Today, there are only a handful of senior competent officers available in the Departments of Agriculture and the gap between them and those who

can take over after them is a disconcertingly wide one. The country suffers from an acute shortage of experienced agricultural officers who possess vision, initiative and drive. Technological competence and administrative efficiency are not at the level to be expected and the morale of the Departments of Agriculture is generally low.

Observations made by the Indo-American Team.

2.13 The Joint Indo-American Team on Agricultural Research and Education in their Report (1955) have stated:-

> "341. Some of the major difficulties in the way of developing improved technical leadership in the fields of agricultural research, education and related advisory services are due to current policies of administration and personnel management. Considerable attention has been given to the development of improved agricultural facilities, including colleges and research laboratories in recent years. There is some indication that the enthusiasm for developing improved physical facilities has been accompanied by a lack of adequate foresight in providing for the type of scientific and teaching staff that is essential if the new facilities are to function effectively.
>
> "343. The problems relating to professional agriculturists and their administration in India are numerous and complex. They must be analysed carefully and definite steps taken to improve the position of agricultural scientists and educationists, if technology in agriculture in the country is to progress.
>
> "344. The direction or supervision of research or educational programmes in agriculture, as in any other field, must be entrusted to individuals who have a full understanding of the problems, requirements and potentialities in these technical fields. The head of a research institution must be a stimulating, driving force capable of perceiving the nature of complex problems, determining the feasibility of the various research approaches, and must fully understand that research in many instances must be slow, laborious and, in numerous instances, unproductive. Such proper technical leadership will lend stability and provide for continuous progress in research. The same general qualities are required in the education and extension fields. There is a tendency in some States or institutions to place non-technical administrative officers in charge of agricultural research, education and other technical services. This is a move toward mediocrity in technology. It is recognised that individuals who have had the varied experience provided by the practice of shifting from one administrative post to another of continuously higher responsibility do acquire a broad background experience that is valuable in enabling them to meet many diverse and complex administrative problems. They become extremely competent in making decisions on broad administrative matters. Progress in the technical fields of agriculture, however, requires more than ability to iron out administrative wrinkles. It requires the leader-

ship of career professional agriculturists rather than career professional general administrators.

"345. The Team had the occasion to contact a number of State Directors of Agriculture who were non-technical men. There was no question about the general competence or ability of these individuals. It was evident, however, that in many instances their knowledge of the deep-seated problems of agriculture was largely superficial and they could not provide the leadership or understanding necessary for the handling of the important technical matters in agriculture. Considerable time of their subordinate technical workers was occupied in educating the non-technical administrative superiors, who then made the final important decisions. An equally important detrimental factor is the potential long term effect on scientists whose efforts and ambitions will be shackled by such non-respected, non-technical leadership.

"346. Science and education are the creative and productive forces for India's agriculture. They must be provided with the highest calibre of technical guidance available in the country. This relates to the key positions of supervision not only in the research and educational institutions, but also in the positions of State Directors of Agriculture, since these positions have immediate responsibilities for research and education in agriculture at the State level".

2.14 The Prime Minister has also remarked :

"In order to get the best results, the top positions in the Agriculture Ministry and the Agriculture Department in the States should be manned by technical men with practical experience of agricultural problems and these men should be allowed freely to operate on their budget allotments ..."

Dead wood in the Departments.

2.15 The Committee has been informed in the States that if the required quality of personnel were available and if it was possible further, to replace the existing personnel, the Directors of Agriculture would like to replace about 30% to 40% of the existing agricultural staff. The money which may have been well spent in attracting better staff is now being utilised in perpetuating inefficiency. Willingness to recognise the Agriculture Department as a major and important department appears to be still lacking, though thirty years have elapsed since the Royal Commission on Agriculture submitted its report and eleven years have passed after achieving Independence. The priority that is attached to agriculture in our pronouncements on the National Plan has yet to be reflected in a concerted effort to improve the conditions of agricultural services. It is, therefore, important that suitable steps are taken to remedy the situation in good time.

Need for Better Service Conditions.

2.16 Technical departments like the Departments of Agriculture, Animal Husbandry etc. have not been developed to the same extent in the past as general administrative services. The index of development in the country, in this scientific age, specially in a welfare State, is determined by the status and efficiency of the technical staff and their number. If this barometer of progress is accepted, as it has to be, then it does not speak well of the progress made in agriculture, which constitutes the most important sector in our economy.

2.17 It is often said that technical services have not been able to deliver the goods. May be this is partially true. The fault is not so much of the technical services, but the conditions in which they work. The causes of this malady are much more deep rooted than would appear on the surface by a casual or superficial examination of the problem. Agricultural services have suffered from a number of chronic disabilities, which have inhibited their growth and development. The right type of environment for full blossoming of their initiative and constructive abilities has been lacking.

2.18 The obvious shortcomings and handicaps from which the agricultural services suffer are many and the Committee would like to draw attention to a few of these handicaps.

Large number of Temporary posts.

2.19 A very large number of temporary posts still exist in the States for long periods, despite the desire of Governments that all temporary posts continuing for more than three years and having a reasonable chance of continuing, should be made permanent. In some States posts sanctioned after 1932 have not yet been added to the cadres of the services, with the result that from 30% to 80% of the posts are still temporary in State Departments (Appendix IV). The pensionary rights of agricultural workers are adversely affected by the temporary nature of posts in the State Departments and in I.C.A.R. and Commodity Committee Schemes. There are many cases where first rate research workers have suffered severe hardships on this account. In one State, the Committee was informed that incumbents of temporary posts were not even entitled to the annual increment in the time scale.

Low scales of pay do not attract talent.

2.20 The principal among the handicaps with which the agricultural servi-

ces are suffering from is the low scales of pay. It is a well known fact, that the scales of pay of the agricultural services are much less as compared to those of the general administrative services, and even of other technical services, such as Engineering, Medical, Education etc. Since the last World War especially, students who fail to secure admission to the Medical, Engineering or Science Colleges, as a last resort, turn to Agricultural Colleges. Among the students admitted to the Agricultural Colleges there may be a few who have passed in higher Divisions, the remainder are generally third divisioners. It is obvious, therefore, that strong agricultural departments cannot be built up with third class human material. Agricultural workers all over the country feel that only lip sympathy is being paid to agriculture, which has not received sufficient importance. The Committee is of the opinion that there is a strong need for planning and distribution of national intellect and talent.

2.21 If the importance, which is due to the technical services, has to be given to them and the principle of parity between the technical services and the administrative services, as has been voiced by our leaders, is to be accepted, then it is essential that the technical services be paid at rates at par with administrative services. Unless this is done, the best of the talent available in the country, by and large, will be attracted to administrative services as at present, and starve the technical services of talent which is so essential for their healthy development. To quote the Joint Indo-American Team on Agricultural Research and Education,

> "373. The disparity between salaries of scientists or teachers in agriculture and administrative positions is unrealistic and results in a down-grading of scientific stature in India. Research and education are creative forces that provide new wealth for the country, both through the development of material goods and the enrichment of an enlightened population. The ablest minds trained in India's Colleges and Universities should be channelled into this highly productive technical research and education activity. This does not happen in the present circumstances, wherein the greatest opportunities for personal welfare lie in the acquisition of a position in the Government Administrative Services. A disproportionate share of India's intellectual competence is thus decanted off into the administrative field. While such services are important, it is unfortunate that the difference in salary and financial opportunity is such that many of those who might be more interested in following a scientific or technical professional career are lost to this field".

2.22 In a State, the grade for Agriculture Inspectors which constitutes the department's main striking force at the field level has remained the same for the last 40 years. In another State, the minimum pay of an agriculture graduate employed as Demonstrator is the lowest (Rs. 100-5-140-10-220) as

compared to a Khadi Instructor (Rs. 120-5-175), with a Senior School Leaving Certificate or Junior Engineer (Rs. 150-10-250) with a Bachelor's Degree in Engineering or a Veterinary Assistant Surgeon (Rs. 150-5-200-10-300) with a degree in Veterinary Science. The Heads of Sections and Professors in a State Department of Agriculture are placed in the pay scale of Rs. 350-40-750-50-900-50-1250, while Professors of Medical and Engineering Colleges are placed in the scale of Rs. 800-1500 and Executive Engineers and Civil Surgeons in the scale of Rs. 625-40-1025/50-1275 and Rs. 600-40-800-50-900 (with permission for private practice) respectively. In another State, while an engineering graduate gets a starting salary of Rs. 225/- p.m., the agricultural graduate is given only a meagre pay of Rs. 100/- p.m. Even an M.Sc. in Agricultural subjects is given a starting salary of Rs. 100/- p.m. Good material among agricultural graduates is, therefore, not attracted to the State Department and finds good avenues of employment in private enterprises. A comparison of the pay scales prevailing in the Departments of Agriculture and other Departments in some selected States is given in Appendices V to VII.

2.23 The expectation that only technical services should work in a missionary spirit, while others enjoy all the advantages of status and position, that go with higher income, is rather far-fetched.

2.24 The Committee recommends that the scales of pay of gazetted, as well as subordinate agricultural services should not be lower than those for other services, requiring comparable training periods, particularly, because the agricultural services do not enjoy the same social prestige, advantages and facilities that are available to other services. For deciding the scales of pay, the length of training required after matriculation should not be the only criterion, as subsequent prospects for promotion and prosperity in the service are also important considerations. In Agriculture it is not uncommon for an officer not to secure a promotion till he has completed 20 years service in the subordinate grade and then retire, reaching a maximum of only Rs. 400 to 500 p.m. in the gazetted service. In an important State, a majority of officers in Class I service in the scale of Rs. 350-1150, retire at a pay of Rs. 500/- to Rs. 600/- p.m. without ever reaching anywhere near the maximum of the time scale.

2.25 For raising the morale and for bringing about an improvement in the quality of the agricultural extension staff, it is necessary to upgrade the posts of District Agricultural Officers and Regional Deputy Directors of Agriculture. The District Agricultural Officer who is to play the role of an Adviser to the District Officer should be paid as well as other members of the District team. The minimum pay of the post of District Agricultural

Officer should not be less than Rs. 350/- and that of a Deputy Director of Agriculture not less than Rs. 600/- per mensem.

Slow promotions and lack of opportunities for promotions.

2.26 The chances of promotion to higher posts or higher scales of pay are also much less. Cases are not uncommon where even after 20-25 years of meritorious service, good workers are unable to secure promotion in the department. In some States promotion is based on a negative selection and as long as there is nothing against an officer in his personal record, he is given promotion according to his seniority. In another State, research and teaching posts are filled up only by direct recruitment and senior workers who exceed the age of 50 years are precluded from promotion. While all the I.A.S. officers will get the senior scale of pay going upto Rs. 1800/-, and 33% of the P.C.S. officers are likely to get this scale, in the agriculture services only one out of 10C, or even less, may get near about this scale; and that too after putting in two to three times as much service as put in by the officer belonging to the general administrative services.

2.27 There are no selection grades in technical services, except perhaps in some States, and there too, the grades are unattractive and the percentage entitled to the grade is extremely small. Delayed promotions among agricultural personnel, when their colleagues in administrative services or even in commercial organisations get rapid promotions are disheartening and lead to frustration. It is a paradox that services concerned with developing the agricultural economy of the country and food production, so essential for the success of our Plans, should be paid the worst and have the least chances of promotion.

Promotion by seniority alone would not do.

2.28 The Indo-American Team in their Report have observed :-

> "355. Another major problem in the advancement of scientists is the transfer of specialists trained in a certain discipline to high level positions in another scientific field for which they are not especially qualified, but to which they are considered entitled on the basis of seniority. The Team was advised of an individual trained in palaeontology who took a position as a teacher of plant pathology, immediately following his advanced training, since this was the only post available at that time. After more than ten years in this post he obtained a position as a research specialist on sugarcane. Although he had no previous research experience, and no significant knowledge of sugarcane breeding and production practices, he was appointed to this position because of his seniority rights to the post. After several years in this position he was transferred to

a post as an 'expert' in the breeding and improvement of cotton, wheat, barley and paddy. Eventually paddy was eliminated and he is currently an expert on wheat, barley and potato breeding. It was stated that this individual would have preferred continuing in the teaching profession but had no opportunity to advance financially to a reasonable level without transferring to another field of work.

'356. In a second instance, a scientist has been working for more than ten years on the breeding and improvement of oilseeds and pulses. His experience includes work with 26 different crops, all requiring specialised knowledge of their genetics and breeding behaviour in the improvement research programme. The head of this research section has recently taken another post. Instead of advancing the well qualified existing staff member, the Team was advised that another man from outside of the section was being brought in 'because he was senior individual'. The net result will be that India will lose the competence and background of experience that has been developed through the many years of efforts of the scientist working in oilseeds and pulses since that man will eventually seek a position outside of his section to which his seniority will, in turn, entitle him".

2.29 The Committee is in agreement with the views expressed by the Indo-American Team. Public interest or the interest of the subject matter should be safeguarded by the retention of the good research workers and their promotion in the appropriate subject matter. In one State, a great majority of the staff did not have the requisite technical competence and initiative or even earnestness to acquire competence. Men with competence and drive get things done inspite of normal difficulties that exist in any administration. Ability to show progress inspite of normal administrative difficulties was noticed in a few instances, while, in a majority of cases, this was lacking. If these virtues are to be promoted, there should be adequate recognition of merit at all stages, and those who have not shown initiative and progress should be made to realise that their advancement would not merely depend upon seniority.

Supernumerary posts.

2.30 Some system has to be devised whereby, the staff which has the requisite aptitude and has acquired competence in a special subject, is continued in the same line without allowing their prospects of promotion to suffer. To achieve this, the Committee would suggest the creation of a few supernumerary posts in each superior cadre. If an individual whose services are considered indispensable gets promotion in another line, it should be possible to retain him, on promotion, against one of the supernumerary posts, till such time as a suitable vacancy occurs in the normal manner.

When such a vacancy occurs, he would get the normal promotion and the supernumerary post could be released to the pool.

Opportunity for leadership.

2.31 The chances of leadership in agricultural services in our country are limited, if not non-existent. It is human nature to aspire to assume leadership and come to the top. This is as it should be, if we are to continue to progress. However, this is the destiny of only a few; but in a welfare and democratic State, the opportunities of becoming leaders should be equal for all. In our administrative set up, which now forms the base and skein of welfare administration in the country, the dice is loaded against the technical services. The mantle of leadership right from block, tehsil, district to the State level, in the present context of things, will invariably be donned by the members of administrative services. There are hardly any opportunities for technical services to work and aspire for this leadership, except when it may please Providence to choose a solitary individual here and there. It will be a negation of social justice to confine leadership in the field of agricultural development to any one class or group of individuals.

2.32 The impact of poor prospects in agricultural services exerts an adverse influence in many ways. Quite often, technical men find that officers from administrative services who have worked in a position subordinate to them, very soon find themselves in positions of authority in the higher rungs of the administrative machinery, while they remain static on account of slow promotions and an absolute bar to their working in administrative posts in the field or the Secretariat. This creates a psychological background which is not conducive to their contributing their best in the service of the country. Is it then any wonder that the technical services have developed certain complexes due to the environment in which they have been nurtured ?

2.33 Enough has been said to indicate the urgent need for revising the pay scales and the terms of service of technical services in the Centre, as well as in the States. This is more important in the States which have a direct responsibility for developing agriculture in this country.

Formation of an All-India Agricultural Service.

2.34 Nothing short of forming an All-India Agricultural Service, with scales of pay and prospects at par with the I.A.S. would, in the opinion of this Committee, raise the morale and efficiency of agricultural services and thereby, attract equally suitable material for manning the services, and bring about uniformity of standard. The formation of such a service will also

facilitate exchange of officers from one State to another and from the States to the Government of India. Such exchanges will not only help to produce officers of All-India experience and competence, whose number has dwindled fast, but also enable the governments to attract and hold in the agricultural services some of the ablest minds trained in India's Colleges and Universities. An All-India Agricultural Service had in the past served the country well and had helped to produce some of the top agricultural and animal husbandry specialists.

2.35 Financial stringency should not be made the basic consideration for deciding against the formation of an Indian Agricultural Service, considering that it did not stand in the way of the expansion of administrative services after the war, and more so after Independence, inspite of the fact that they were numerically much superior than the Agricultural Service.

2.36 Till such time as an All-India Service can be created an 'Agricultural' or 'Technical' cadre or pool may be created in the I.A.S. to which 33% of technical officers, corresponding to status of State class II service (i.e. corresponding to Provincial Civil Service) and above may be recruited by the Union Public Service Commission strictly on merit and competence. This will stimulate the agricultural services to give their best contribution to the development of agriculture and enable them to work in an atmosphere of freedom and equality. To meet other situations arising from the large nation-building activities, Industrial Pools and other All-India Services are being formed and the formation of an All-India cadre in the agricultural sector, in a country where agriculture is the premier industry, should brook no delay.

Revision of Service Rules.

2.37 Service rules have not been revised in some States for the last 25 years. In one State no recruitment rules exist for any post barring a few senior posts for which rules were framed in 1931. Nor is there any system of framing qualifications and method of recruitment whenever a post is created. Certain draft rules are reported to have been prepared and are under consideration, but even these rules do not seem to provide a quota reserved for departmental candidates and direct recruits. Since 1954 these rules are pending with the Appointments Department of the State. As posts are filled mostly by promotion, on the basis of seniority, there is no recognition of merit, and there is no scope for the development of initiative, keenness or enterprise, because each man feels that his promotion will take place only by turn. The non-existence of recruitment rules and qualifications prescribed in advance, together with absence of published gradation list,

can lead to ad-hoc adjustment of recruitment procedures to suit a particular situation, which demoralises the service. It is understood that a number of posts have been made permanent recently and the problem of confirmation will become a serious one in the absence of service rules and up-to-date gradation list, which is recognised by the members of the service.

2.38 The procedures mentioned below cause discontent and dissatisfaction in the services and can be got over by framing proper rules for recruitment, confirmation and promotion within the agricultural services. For this purpose, it is recommended that an experienced administrative officer from the Appointments Department be placed on deputation with the Secretary, Agriculture, for drafting or revising rules of agricultural services, after taking into consideration the recommendations of this Committee:

(*a*) Prescribing different qualifications for the same post on different occasions.

(*b*) Alterations in the channels of promotions from one special subject to another, or from one branch to another, for example from research to extension or vice-versa.

(*c*) Frequent changes in seniority.

(*d*) Ambiguity regarding the examination to be passed, and the conditions to be satisfied before confirmation, promotion or crossing of the efficiency bar.

(*e*) Inadequacy of selection-grade posts involving a higher start in the scale; for example persons appointed to the posts of Heads of Sections, Deputy Directors etc. may start at a higher level as in the case of Superintendent of Police or a Superintending Engineer.

(*f*) Absence of supernumerary posts which can be given to outstanding research workers for enabling them to stick to their particular problem or line of research.

(*g*) Absence of an adequate reserve in each cadre for meeting the leave, training and deputation requirements. On the basis of past experience it should be possible for the Departments of Agriculture to determine the average number of posts required for deputing officers to work on I.C.A.R. and Committee Schemes. The staff requirements based on Community Development pattern should also be added to the appropriate cadres.

(*h*) Absence of procedures and qualifications for selecting departmental candidates for postgraduate and foreign training; panels

selected by Departmental Committees should be available at all times.

(*i*) Absence of procedures for periodical assessment of officers work.

(*j*) Absence of procedures for the selection of non-gazetted candidates for promotion by Departmental Committees which inspire confidence.

(*k*) Absence of proper balance between selection grade posts and posts in other superior and lower cadres.

Aptitude.

2.39 It is obvious that only those who have an aptitude for agriculture should be recruited in the Agricultural Department and since most of the Agricultural graduates are absorbed in the Agricultural Departments, it is necessary to ensure that only those students who have real aptitude for agriculture are admitted to the Agricultural Colleges. We are aware that for admissions in certain Agricultural Colleges, preference is given to those who own lands or come from farming families, but both of these conditions are capable of so wide an application that they become in reality, ineffective. It is quite conceivable that a man who owns land may not also have an aptitude for agriculture. Evolution of suitable tests in aptitude and their adoption prior to admission to the Agricultural Colleges is urgently called for.

2.40 In research institutions particularly, it is essential to develop suitable cadre of staff which has an aptitude for research in the field of a particular subject matter.

Qualifications.

2.41 Posts in the Agricultural Departments are largely filled by recruiting agricultural graduates, though in research and teaching branches some post-graduates having training either in chemistry, botany or zoology are recruited. In our opinion it is desirable that research and teaching posts are filled up by most competent persons, as ultimately, on the quality of work produced by these persons will depend the prosperity of the country to a large extent. For the Extension and Farm Management branches of the Department of Agriculture, an agricultural graduate is very necessary and a science graduate will be a poor substitute. In these two branches local experience would be of considerable value and, therefore, for the post of Agricultural Extension Officers at the Block level, Agricultural Officers at

the Tehsil, Sub-Divisional and District levels, we recommend that no higher degree need be prescribed than a degree in agriculture. In one State, the appointment of Extension Officers at the Block level has been thrown open to science graduates also. Appointment of science graduates would mean that the limited number of Extension Officers' posts available for agriculture graduates would for a long time be occupied by persons who would not be competent to deal with field work in agriculture. Such misfits would not normally be replaced for the next 25 to 30 years. We would suggest that in future recruitments, steps should be taken to rectify such mistakes.

Promotion Quotas..

2.42 Out of the posts which involve promotion in these two branches i.e. Extension and Farm Management, 60% of the posts may be filled up by promotion and 40% may be thrown open for direct recruitment. For direct recruitment to these posts, younger candidates need to be recruited and, therefore, suitable age limits should be insisted upon. Undue emphasis should not be laid on experience as it is difficult to compare a bright student who has passed out of the college with a subordinate, who has put in 20 years of service and acquired experience. The intention is to recruit a certain number of bright youngmen in the services before they have lost their initiative and drive by serving long periods in subordinate positions. Unless this is done, first class students would not be attracted to the agricultural colleges and the quality of the Agricultural Services in the gazetted ranks will not improve. The introduction of fresh blood in different grades would also tone up the service and thus help in administration. Of the posts of Deputy Director of Agriculture 50% may be filled by promotion and the remaining 50% by direct recruitment, provided the candidates who apply have a Master's Degree in Agriculture. This arrangement may be reviewed when the posts of District Agricultural Officers are upgraded to Class I, with a view to see whether a certain lower percentage may be reserved for direct recruitment with appropriate age limits, to enable bright young departmental candidates to compete.

Grouping of posts.

2.43 In the States which have a Professor in Agronomy, Agriculture or an Agronomist as a Head of a Research Section or a Professor of Agricultural Extension, these posts may be classed along with the posts in the Extension and Farm Management Branch of the department of agriculture, with a special educational experience attached to these posts as required by the University. A grouping of these officers, together with other extension

personnel will provide opportunities for rotation of staff and avenues for promotion. The rest of the research and teaching staff may be broken up into certain categories amidst which there would ordinarily be no interchangeability at the choice of the member of the service, except in the interest of public service.

2.44 Other groups as shown below are merely illustrative :—

(1) *Botany Group.*

(*a*) Crop Botanists.

(*b*) Professor of Botany.

(*c*) Physiologist.

(*d*) Cytogeneticist.

(*e*) Horticulturist—in States where the Horticultural Branch is not well developed. Where this is well developed with a large personnel, it might be advantageous to have a separate category for Horticulture.

(2) *Chemistry Group.*

(*a*) Professor of Agricultural Chemistry.

(*b*) Agricultural Chemist.

(*c*) Soil Physicist.

(*d*) Micro-biologist.

(*e*) Soil Survey Officers.

(*f*) Manure and Compost Officers, etc.

(3) *Zoology Group.*

(*a*) Professor of Entomology.

(*b*) Entomologist.

(*c*) Plant Protection Officer.

This category may also be included under the Mycology Group.

(4) *Mycology Group.*

(*a*) Professor of Mycology.

(*b*) Mycologist.

(*c*) Virologist.

(*d*) Plant Pathologist.

Where the number of posts in the Zoology and Mycology groups is very small, these two categories may be treated as one.

(5) *Agricultural Economics and Marketing.*

(*a*) Marketing Officers.

(*b*) Agricultural Economist.
(*c*) Professor of Agricultural Economics.

(6) *Statistics.*

(*a*) Statistician.
(*b*) Professor of Statistics.

Where the number of officers under this group is small, this may be merged with the previous group.

(7) *Agricultural Engineering.*

(*a*) Agricultural Engineers.
(*b*) Mechanical Engineers (including Tractors)
(*c*) Minor Irrigation Engineers.
(*d*) Professor of Agricultural Engineering.

Qualifications for direct recruitment.

2.45 (1) The qualifications for direct recruitment in Botany, Zoology, Mycology and Chemistry groups may be as follows :—

(*i*) Junior Research Assistants: Bachelor's degree in Agriculture or Science in the concerned subject.

(*ii*) Senior Research Assistants: Master's Degree in Agriculture or concerned Science subject.

A reservation of at least 20% for Science Graduates in the direct recruitment quota is recommended.

(*iii*) Gazetted Officers: Masters of Science in Agriculture or Science in the concerned subject.

(2) In Agricultural Engineering since the required personnel with post-graduate degree is not available, bachelor's degree, Civil, Mechanical or Agricultural Engineering should be the minimum qualification at all stages for direct recruitment.

(3) For Agricultural Economics and Marketing, it will be useful to recruit at least 20% by direct recruitment from amongst those who have had a good degree in Economics; for the remaining posts it is desirable to have agricultural graduates.

(4) In Research and Teaching Branches, including Statistics, 50% of posts of Senior Assistants and Class II Gazetted Officers may be filled up

by direct recruitment, and 50% by promotion on the basis of merit. It is desirable to fill up the Class I posts altogether by direct recruitment. It is suggested that in Research and Teaching Branches, Departmental candidates should be allowed, irrespective of their age, to apply for the posts which have been advertised for direct recruitment. During the selection, however, undue emphasis should not be laid on the length of experience since the quality of the mind is much more important for a research worker.

(5) The posts of the Principal of the Agriculture Colleges, and the Joint Directors of Agriculture, Research, Education and Extension should be treated as selection posts and should not be filled merely on the basis of seniority. In filling these posts as well as those of the Heads of Sections and Deputy Directors of Agriculture, the need for recruiting officers with merit, initiative and drive, who could ultimately occupy the top positions in the Department, should be in the forefront, as otherwise suitable officers will not be forthcoming in the Department for manning these responsible positions.

Subordinate Agricultural Services.

2.46 The suggestions made by the Committee in the foregoing paragraphs for improving the conditions of gazetted services in the States apply in equal measure to the Subordinate Agricultural Services also.

CHAPTER III

TRAINING AND ASSESSMENT

Orientation and on the job training.

3.1 In the past, the officers of the Agricultural Department considered the training of their deputies and subordinates as an important duty. There was a realisation that they would themselves be judged from the work of their subordinates. This fast disappearing concept needs to be restored.

3.2 Where fresh agricultural graduates are recruited for filling the posts they have to be given orientation as well as 'on the job' training. The orientation training for a research worker or for a teacher should deal with such aspects as the importance of particular fields of study, the latest developments therein, and the critical analysis of the achievements in the field. In case of an extension worker even when he has had training in extension, an orientation course is necessary for providing him with background information dealing with the needs and problems of the particular area and the progress made in solving them. Even old staff when transferred, for the first time, from one agro-climatic region to another should benefit considerably from such courses. Such courses may vary in duration from two to three weeks and could be conducted, if so warranted, in the off season, at the Agricultural Colleges, Regional Stations, Government Farms, Extension Training Centres and the headquarters of the Deputy Directors. It is essential that this training should be given by senior, experienced and competent officers as successful techniques and methods have to be communicated to the junior colleagues during the course. The job-training should be designed to provide a working knowledge of the different jobs which the trainees will be required to control or be familiar with. This training has to be necessarily, of a practical nature as an under-study in the job concerned, for a period which is considered adequate for the purpose. Such training may involve both indoor and outdoor works of different types. For on-the-job training we would suggest that the Departments of Agriculture should work out charts indicating the nature of the job, the kind of training and its duration.

3.3 A systematic programme of training should be prepared in such a manner that ordinarily before the officer is called upon to fill a higher post he receives an orientation and 'on the job' training to equip him fully for the new

task. All second line officers who are likely to fill up first line posts should receive training. If arrears are allowed to accumulate in this respect it would become difficult to impart necessary training, as withdrawal of a large number of officers at the same time is not considered either feasible or desirable. Training should, therefore, be a normal affair and the needs of the training should be reviewed once a year at a convenient time such as the last fortnight of December. This review should relate to the officers who are likely to retire during the following 18 months, and the posts that are likely to fall vacant because of promotions and sanction of new posts. It would be appropriate if a study of this kind is made for research, teaching and extension branches of the Department. The Heads of the Sections may prepare similar reviews in respect of their Sections.

Refresher Courses.

3.4 The rapid strides that are being taken in the field of agricultural research, make it necessary for the agricultural officers to keep abreast of the latest developments. With the changing sense of values, the old fashioned habits of regular and systematic personal studies are falling into disuse. So much research work is being published even in a special subject that it becomes difficult for a specialist to keep pace with the developments in his field. Moreover, a specialist should also keep in touch with the cognate subjects.

3.5 The agricultural departments should make permanent arrangements for training and keeping their officers uptodate. These arrangements should be systematic and operate in an automatic manner. The contents of these refresher courses should be carefully planned and there should be opportunities for discussion at the end of each talk given by a research specialist or a senior administrative officer. The course may be of a fortnight's duration and organised at Agricultural Colleges and Research institutes.

3.6 One State has completed a round of such refresher training for its entire extension staff (gazetted as well as non-gazetted, lecturers and Instructors), and proposes to take another round after three years. An appropriate entry was made in the service record of those officers who passed with distinction or failed in the refresher courses. The Committee is of the opinion that those who fail in these examinations should stand to lose but, on the other hand, those who pass such examinations should stand to gain in matter of promotions.

3.7 The same State sends every year about 24 officers for M.Sc. at its Agricultural College and about 12 officers for postgraduate training at the

Indian Agricultural Research Institute, New Delhi. In addition, the State proposes to send 31 officers for postgraduate training abroad. Unless a well planned programme for advance training is organised, the impact of latest advances on our teaching and research will not be felt.

Intensive Courses.

3.8 In addition to the post-graduate training facilities mentioned above, it is necessary to organise at the post-graduate colleges, short intensive courses of four to six weeks duration, which can be taken up during the summer vacations by the members of the teaching, research or extension staff. These courses should cater to the needs of individuals and between four to five post-graduate colleges all the subjects should be covered. The information regarding these courses may be circulated at least six months in advance to enable officers to obtain necessary leave of absence which should be granted freely. A note should be made of such training in the officers' record, and due credit and weightage given to the examinations passed after the training, at the time of promotion.

Special Training Programmes.

3.9 In a developing economy new programmes are launched from time to time and to meet the situation, special training programmes have to be organised. For example, in the same State there is a programme to train 50 non-gazetted extension officers every year in soil conservation. In another State, a proposal is under examination for establishing an Agricultural Training College for Training Agricultural teachers for the Secondary Schools.

Regular Supply of current literature.

3.10 While the staff employed at Departmental research and educational institutions are well supplied with current journals, periodicals and other scientific literature, similar facilities for training the mind need to be strengthened at smaller farms and institutions which are often located at out of the way places. In order to keep the staff employed at these places fully abreast of modern developments and advancement in agriculture subjects, journals, periodicals, abstracts, reviews etc. connected with the subject should be supplied to them regularly. It is the duty of Government to keep the staff fully educated so as to improve their knowledge of current affairs. The extent to which modern knowledge is imbibed and assimilated should be checked up through a system of examination held at the end of the refresher courses.

Training in Farm-Management.

3.11 Special training facilities need to be organised for imparting training in Farm Management operations. It is only through will managed

farms, running at a profit that modern agricultural practices can be demonstrated to the cultivators in a convincing manner. In view of the paucity of personnel with adequate practical experience it may be necessary for each State to select three or four typical farms and place these farms under the control of a competent farm manager, who should be provided with a Deputy. Farm Management training course should be organised on these farms, for the benefit of new entrants to the Extension Branch of the Department. In our opinion, this training needs to be organised urgently as nearly 4,000 Seed Multiplication Farms are being established in the country and though special training facilities are now becoming available for research and extension personnel, similar facilities are not available to those who are called upon to manage farms. It is, therefore, recommended that the State Departments of Agriculture should organise training courses in Farm Management and Farm Planning at three or four selected farms, where officers of the State Governments could be given advance training. Besides these selected farms, farm management courses could be organised at other Institutions such as Agricultural Colleges, Agricultural Schools, etc.

Need for advance planning of training programmes in foreign countries.

3.12 In this context the Committee would also like to emphasize that the need for foreign training should be assessed on a long-term basis for each State and panels of suitable candidates for different subjects be kept ready. The States and Central Governments should nominate for foreign training only those candidates whose names are on the approved panels, prepared in advance. These penels should be kept handy with the Central Ministry of Agriculture, so that full use can be made of the educational assistance offered by foreign countries. With the long experience gained in this work, ad-hoc selections and training programmes need be avoided. Officers after receiving training abroad should be posted back to the subject of their specialisation, so that the fullest advantage is obtained from the training given. It has been observed that in the past, sufficient attention has not been given to this aspect.

Training Reserve.

3.13 In view of the growing pressure of work, the State Agricultural Departments find it somewhat difficult to spare the personnel required for training. On the other hand, in the absence of training, the work often slows down and the pressure is further intensified. It is, therefore, recommended that in all the cadres of the Agriculture Departments, where there

are more than 8 to 10 posts in a particular subject, a training and deputation reserve should be created in addition to the normal leave reserve. The need for training is felt more keenly in the case of extension personnel because of the prevailing weakness, absence of specialisation and lack of facilities for self-education. In the past better quality of material has been attracted to research and teaching courses and because of this it is necessary to concentrate first on the training of extension or the field staff of the Department of Agriculture.

System of Examinations necessary.

3.14 The Committee is of the view that periodical courses and examinations should be prescribed and the officers who fail to pass these examinations should not be confirmed, promoted or permitted to cross the efficiency bars. Emphasis should be placed, as mentioned earlier, on the passing of the prescribed examinations and individuals who fail to pass should be made to lose. This is considered necessary especially in view of the prevailing tendency to attach little importance to these courses and to treat them more as a holiday at the cost of Government.

Technical Supervision.

3.15 Agricultural Departments are often handicapped due to too great a dependence on seniority for promotion arising from very limited direct recruitment of young and promising men of initiative to the gazetted services in the department. Special steps have, therefore, to be taken to recognize and reward competence, initiative and keenness. It is often complained that though the cadres of the agricultural services have expanded considerably there is no proportionate increase in the out-turn. This criticism applies equally to research, teaching and extension branches. For recognising competence, initiative and keenness, it is necessary that there should be adequate and thorough technical supervision, at different levels, so that the right officers are located, trained and their work appreciated properly.

Assessment by Boards

3.16 Except for the confidential character-rolls and assessments made when the officers are confirmed or permitted to cross the efficiency bar, there is little evaluation of the work of officers. Thorough inspections which are necessary to judge the work of an officer have almost disappeared. Numerically, officers have increased so considerably that supervising officers are sometimes not in a position to study their juniors. Adverse confidential reports are often viewed as charge-sheets to be contested and

attempts are made to intimidate and question the bonafides of supervising officers. In these circumstances, certain categories of officers of the Agricultural Department should have an opportunity of being assessed at least once in three years by a competent Board, which may include the concerned and other independent Heads of Sections. In case of gazetted officers, it might be useful for the State Government to arrange for an independent assessment by Boards of agricultural scientists and technical men of repute from different parts of India. As a result of this assessment, it may be necessary to provide a change of place for certain officers who might be expected to do better in a different line. It should be seen that these reports deal with the quality and quantity of outturn rather than the personality of the individual judged. These reports will also enable the Director of Agriculture to assess the work of his departmental officers.

CHAPTER IV

COORDINATION

Coordination at various levels.

4.1 In a majority of States, coordination at the top level is secured through State Development Committees, consisting of the Chief Minister and other Ministers concerned with development. In some States, special Working Groups or Sub-committees for Irrigation and Agriculture have been formed for examining matters relating to utilisation of water for crop production. At the Secretariat level, there is another Coordination Committee, consisting of the Development Commissioner and the concerned Secretaries and Heads of Departments for coordinating the activities of the various departments in the Blocks. At the Divisional level coordination is provided by the Commissioners, who in some States act as Regional Development Commissioners for the purpose of Community Development and National Extension Service programmes. At the district level, there are Coordination Committees, presided over by the District Officers, with the District Agricultural Officer, the Block Development Officer and the Project Executive Officer as members. As far as the Block is concerned, the Block Development Officer functions as the agent of each department, including the Agriculture Department. The Agricultural Extension Supervisor is under the operational control of the Block Development Officer, but the administrative and technical supervision is provided by the Agriculture Department at various levels.

Coordination to be dynamic and purposeful.

4.2 Coordination of work whether in the multifarious Committees or in the field, is a knotty problem. What is more urgently required is a coordination of mind and action. A tendency has been noticed that some of the coordinating bodies function in a routine manner and there is little evidence of systematic follow-up action. Evidence is also not lacking to show that these coordinating bodies do not meet often enough. Furthermore, coordination cannot operate successfully unless adequate authority is vested in the coordinating body at all levels. To ensure this end, the Food Production and Development Commissioner in one State also func-

tions as the Principal Secretary to Government and occupies a position which is midway between the Secretary of a Department and the Minister-in-charge. He not only coordinates the activities of the various Departments concerned, so as to open up bottlenecks, but also ensures orderly execution of programmes. He is empowered to call a file from any department in order to watch its progress, call a meeting of a Secretary and Heads of Department under him to find out why certain schemes are being delayed and where, and inspect the progress of work in the field. He has the authority to write the confidential reports of the Secretaries to Governments and Heads of Departments with which he is concerned. This system has obvious advantages and we strongly commend this for adoption in other State as well.

4.3 The progress of plan schemes is generally checked through various progress reports obtained monthly, quarterly and annually from the Departmental Officers. In some cases even fortnightly demi-official letters have been prescribed. The Committee is of the view that for too many directives are being issued from the top, with too little supervision and effort to look to matters on the field. There is a general feeling that field officers have been burdened with far too many returns. In several States, as many as 30 to 40 returns have to be prepared and submitted to higher authorities every month. Coordination does not mean multiplicity of reports and returns. The Committee is of the opinion that wherever committees exist for purposes of coordination, they should meet frequently on predetermined dates, say, the first of every quarter or the month. Such meetings should receive priority over other official engagements. Representation on these Committees should be personal and not through subordinates. These Committees should concentrate on the complicated problems which are awaiting solutions, and to make them effective, sufficient power and authority should be vested in them.

Coordination of Research, Extension & Educational Programmes.

4.4 All programmes of research should be examined by working parties (Research Programme Committees), consisting of specialists in the subjects concerned. The reports of these working parties may further be examined by a Research Committee, consisting of Heads of Research Sections, Professors of principal subjects, and Principals of Extension Training Centres and the Deputy Directors of Agriculture. As in some States, this Research Committee may have Regional Advisory Committees for suggesting research problems which should be of a more practical and less academic nature. These Advisory Committees should include all District Agricultural Officers, leading farmers and selected Agricultural Extension Officers and Farm Managers.

4.5 Similarly, there should be a Committee at the State level for dealing with the extension programmes. This Committee should receive district-wise programmes for extension work from the Deputy Directors of Agriculture. The heads of Research Sections should also submit a list of research recommendations which are suitable for extension. The District programmes should be discussed at the Advisory Committees, consisting of District Agricultural Officers, Principals of Extension Training Centres and Basic Agricultural Schools, Agricultural Extension Officers, other Subject-matter Specialists and leading farmers.

4.6 The educational programmes should be prepared by an Educational Programme Committee at the State level. The Committee should deal with education at different levels—post-graduate, under-graduate, Village Level Workers', Agricultural diploma, farm leaders and farmers. The training programme prepared by the heads of various training institutions should also be considered by this Committee. The programme in case of farmers, farm-leaders and the Village Level Workers should be drawn up initially at the divisional level, at which the District Agricultural Officers, Principals of Training Centres and leading farmers should be represented. The training programme for under-graduate and post-graduate levels should be drawn up at a meeting of Heads of research sections, principal Professors and Principals of Colleges. At the State level committee, there should be representatives from research, education and extension wings of the Department, as well as, Community Development.

Coordination between Irrigation and Agriculture Departments lacking.

4.7 The Committee has observed a gross lack of coordination between the Irrigation and Agriculture Departments, both at the level of planning and of execution in the field. This has already resulted in the irrigation resources not being fully utilised. The Departments of Irrigation, Cooperation and Agriculture and the common Extension agency of Community Development, should work as a team, with the sole object of assisting the farmer to intensify production.

4.8 Each Superintending Engineer for Irrigation should have an Agricultural Officer, whose duty should be to serve as a liaison between the agriculturists and the Irrigation Department. In special Irrigation Projects, the State Departments of Agriculture are often neither consulted nor associated. The Committee is of the opinion that in all irrigation projects, the State Departments of Agriculture should be taken into confidence from the very beginning and special Agricultural Officers should be attached for ensuring maximum utilisation of water.

CHAPTER V

EVALUATION AND ASSESSMENT OF DEVELOPMENT WORK

Unit for evaluating progress.

5.1 There must be a small unit at the Headquarters of the Director of Agriculture for evaluating and assessing the progress of new extension recommendations, land development schemes (reclamation, minor irrigation, drainage and soil conservation) and schemes for the training and organisation of the farmers. This unit may carry out every year, detailed studies of three or four schemes which have recently been launched, and also undertake a broad review of additional four or five selected items of work. This will help the Department of Agriculture and the Government in revising procedures and avoiding pitfalls. This unit should serve as the eyes and the ears of the department of agriculture.

Evaluation by Research Officers.

5.2 In addition to this, the Heads of Research Sections should arrange to study and evaluate the progress made in extending the recommendations of research officers and translating them into field practices. This study should cover a fair cross-section of the country and should be carried out preferably by experienced officers of the research sections.

Supervision to promote follow-up.

5.3 It is sometimes noticed that owing to pressure exerted for completing a certain quantum of developmental work and spending the amount provided for the purpose, adequate follow-up is often neglected. A feeling generally develops, even in good officers, that their duty is duly discharged once they have completed the specified work or distributed the aids such as seeds, fertilisers, implements, insecticides and fungicides supplied to them. For proper use of these facilities by the farmers, it is necessary that they should be trained and convinced of the usefulness of the facilities and organised in such a manner as to promote their fullest use. For bringing about the necessary change in the outlook it is necessary to change the items of reports, so that the reports contain information about the number

of works completed, as well as the actual area benefited. The emphasis should be placed more on actual achievement and not so much on the potential created. The inspecting officers of the agricultural department can during their inspections, assist considerably in emphasising these points by making a study of the follow-up programme and the use to which a particular facility is actually placed. An intensive drive to promote follow-up work needs to be built up. In order to achieve this, it would be necessary to intensify supervision.

Need for thorough inspections.

5.4 It is felt that inspection and supervision have, since the last war, been relegated to the back-ground and have been replaced by ad-hoc short visits for solving immediate problems or for gathering urgent information. This seems to be due largely, to a rapid expansion in the agriculture departments and a change in work loads arising from a change in emphasis to developmental work. Inspection notes of Agricultural Officers deal mostly with accounts and audit irregularities and the procedure dealing with supplies of seeds and fertilisers, rather than the technological standards adopted in Demonstration and Extension, and the special technical modifications required to suit the local conditions.

5.5 Apart from casual and ad-hoc visits, systematic and thorough inspections covering all the facets of the work of the officers are necessary for the proper training of the officers. Inspection of technical work at different levels, particularly in research and extension, also appears to be inadequate. Either the inspecting officers have too large an area to cover, or properly qualified staff is not available in adequate numbers for discharging this important work in the agricultural departments. Inspection notes do not normally give detailed technical guidance based on the field observations of the inspecting officers. The manner and system of technical inspections, it is understood, has been laid down in departmental procedures, but their observance has not been insisted upon or checked at different levels periodically. In the opinion of the Committee these instructions need to be implemented. The work-loads of inspecting officers should also be studied. The Committee is of the view that a complete and detailed inspection in a small area will give results of much greater value than inadequate supervision over a larger area. Each Technical Officer should be responsible for a minimum number of visits to the units under his control. Such visits should be purposeful and pre-planned to provide solutions on the spot at the time of inspection and should also be utilised to check up whether the unit has acted upon earlier advice and instructions given, and if so, on correct lines.

System of oral reports.

5.6 The Committee is strongly of the opinion that senior officers should be in continuous touch with the work in progress under their control by having a system of oral reports from officers immediately below them, on a prescribed date in a week or a fortnight. This will also provide an opportunity for officers at all levels to discuss with their senior officers, local problems, periodically, and help the senior officers to keep the work with which they are concerned under a continuous review.

CHAPTER VI

PROGRAMME PLANNING

Evolution of Agricultural Production Programme since 1942.

6.1 The evolution of agricultural production programme can be classified in three district phases. During the first phase from April, 1942 to September, 1946, rice supplies from Burma were cut off due to war and in order to meet the demand for food, production of crops had to be increased within the country. A Grow More Food Campaign was launched with the main objectives of, (*i*) switching over from cash crops, mainly short staple cotton, to food crops, (*ii*) intensifying cultivation of cultivable lands through irrigation, better seeds and manures, improved farming practices, and (*iii*) extensive cultivation through bringing under plough fallow lands and reclamation of cultural waste lands. For promoting the campaign the State Governments were given financial assistance in the shape of loans and grants. During this period no targets of food production were fixed.

6.2 During the second phase, beginning from the year 1947-48, the campaign was sanctioned for another five years on a planned basis. For a period of five years, a target of 4 million tons of additional food production was fixed for the country. In August, 1947 the partition of the country further aggravated the food problem and in September 1947, the Government of India appointed a Foodgrains Policy Committee under the chairmanship of Sir Purshottamdas Thakurdas. The Committee recommended :—

(*i*) Greater attention to minor irrigation works, development of local manurial resources and distribution of improved seeds.

(*ii*) Plans for production of fertilisers.

(*iii*) Survey of groundwater resources with a view to undertaking tubewell construction.

(*iv*) Setting up of a Central organisation for undertaking reclamation and development of waste lands.

6.3 Towards the close of 1948, the Government of India realising the urgency of the food problem, invited Lord Boyd Orr to review the working of the campaign. He recommended that the whole campaign should be placed on an emergency footing and the bottlenecks of supply and movement

of essential materials for agriculture should be removed. He also suggested a coordinating agency at the Centre and in the States with wide powers. In the light of these suggestions, a Commissioner of Food Production was appointed by the Government of India in July 1949 and the States also appointed corresponding officers. Sub-committees of the Cabinet were set up in all the States, with the State Food Commissioners as Secretaries for taking quick decisions and implementing policies without delay. The objective was to attain self-sufficiency by March 1952 and for this purpose the target for additional production was fixed at 4.8 million tons over the production 1947-48.

6.4 In order to meet the acute shortage of cotton and jute, subsequent to devaluation and the difficulty of getting those raw materials from Pakistan, a policy of increasing production of cotton and jute along with food-grains was announced in June, 1950.

6.5 It would thus be seen that right from 1942, special efforts have been made to increase the production of food and other agricultural crops In the beginning, the schemes undertaken concerned with the supply and distribution of seeds, fertilisers and oilcakes. Later on about 1947, land development schemes, dealing with minor irrigation and reclamation were undertaken. Soon after, schemes connected with flood protection, drainage and lifting of water were also organised, as a part of the Grow More Food Drive.

Change from Extension to supply functions.

6.6 In some States, the Agricultural Officers were entrusted with the work of supplying coal, iron and cement required for agricultural purposes. Thus, gradually and imperceptibly, the propaganda or the Extension branch of the Departments of Agriculture was converted into a machinery for executing land development works and for distributing supplies, such as fertilisers. The principal task of educating the farmers for adopting new methods of cultivation receded into the background and the concept of benefiting the farmer by supplying him the required materials or by carrying out the required land development scheme came to be recognised as the principal task. These benefits could be secured by only those farmers who had the necessary funds to invest on the purchase of fertilisers and seeds or for carrying out land development projects, leaving out a vast majority of farmers who do not have the necessary money to invest because they live on a subsistence level. The issue of fertilisers and seeds on credit, either through Takavi or through Cooperative loans was the next stop taken for benefiting a larger section of farmers. The provision of credit for fertilisers

and seeds was handicapped because some of the farmers were not credit-worthy persons. The procedures for granting and realisation of the loans are regarded as unsatisfactory by the farmers, and, therefore, some of them are reluctant to apply for these loans even when they are credit-worthy.

The Role of Agricultural Departments in policy making.

6.7 Agricultural Departments have no effective say in framing policies which contribute to production. In some States it was felt that although Blocks were sometimes peculiarly different from each other, but the pattern of work and allocation of funds was uniform and rigid. This often resulted in a lopsided development which did not always give maximum returns in the shape of food production within the minimum time available for achieving the same. In dry areas, for example, the programme for irrigation and of soil and water conservation should receive much greater importance than in other areas. In areas of assured rainfall and where irrigation facilities are fully developed, for a crop like paddy, there is greater scope for the expansion of the fertiliser distribution programme and a programme for the adoption of leguminous crops, both for green manuring and for forage. Concentration of effort in a similar pattern in other areas may not bear adequate fruit. The difficulties experienced in establishing Seed Farms for the ultimate purpose of saturating the entire country with seeds of improved variety of crops, can be attributed largely to the uniformity and rigidity of pattern adopted in the initial stages. It is a matter of common experience that improved crop varieties have not made the same impact on our production plans where important factors like supply of water, the level of fertility of land and of soil conservation measures taken, are limiting the production of crops. An equal emphasis on a programme for the supply of seeds of improved varieties of crops, in all areas without taking into account firstly, the efforts made and the success achieved in this direction in the past and secondly, the level at which other factors of production are operating, is not likely to give returns commensurate with the money spent. In certain areas and regions, the construction of an embankment or bund for the conservation of water and soil might be relatively, so important and pressing that it might be futile to extend or expand any other activity looked at purely from the angle of increased crop production. In another area or region, any effort to maximise production through the introduction of "Hybrid" crops such as Hybrid maize or jowar may not achieve the desired measure of success unless a "technological balance" is maintained by ensuring an adequate supply of nitrogenous fertilisers and irrigation water. Improved varieties of crops are intrinsically high yielding genotypes, but these qualities are best realised when the crop is given an adequate supply of water and fertilisers. The present level of yield in Japan, for instance,

has been reached within the last 50 years by practising intensive methods; growing of improved varieties is practised in conjunction with the fertilisation of fields. It is believed that for best results from improved varieties, intensive manuring of fields is necessary; and vice versa, that for best returns from the application of manures and fertilisers, improved varieties should be grown. The importance of this question is not sufficiently appreciated in countries like ours, where the present level of yield is low. By and large, fertilising practices are among the most important factors influencing the level of production of crops. In areas suffering from chronic deficiency of nitrogen or phosphate or both, any effort to lay emphasis on other aspects of the programme will be merely to fritter away the limited resources available. Although, Experimental Stations in the country have collected considerable scientific information on the manurial requirements of crops, specially paddy, this has not been translated into practical application. We entirely agree with the view expressed by Foodgrains Enquiry Committee (1957) that fertilisers are of fundamental importance (paragraph 9.13 of the Report). In a state over thirty five lakh acres were said to be 'Water logged', but no scheme had even been included in the State Plan to effectively check this menace and its adverse effects upon production. If adequate emphasis was given to programme planning, a serious omission of this kind would not have been possible. We have already recommended earlier in this report (paragraphs 2.4 and 2.5) that both in the States, as well as, at the Centre, Committees consisting of eminent agricultural administrators, scientists and progressive farmers should be appointed, once in five years, to examine programmes and policies so as to provide a balanced growth by enunciating programmes and policies in consonance with existing needs.

Self Help Programmes.

6.8 In a few States self-help programmes were developed which could benefit the small farmer, who is generally non-credit-worthy in the usual sense of the word. These plans were based on the supply of small quantities of nucleus seeds to the village—often as low as a pound or two per acre of paddy in a village. The farmers of the village were organised for multiplying the seed locally and for distributing it in the village. This process at once decentralised the multiplication and reduced the quantities that were handled, transported, stored and distributed by the Government.

6.9 For building up soil fertility, a programme of green manuring was organised in irrigated areas on a self help basis and for non-irrigated areas

a campaign for the production of adequate compost was launched. Simultaneously, efforts were made, though half-heartedly, to organise the planting of fuel trees and shrubs with the object of eliminating, ultimately, the conversion of cow dung, a valuable source of manure, into fuel for cooking purposes. Farmers were given a handful of green manure seed which they were to sow in a nursery and transplant around their paddy field for multiplying the seed for use during the succeeding year. Similarly, small quantities of seeds were supplied to the farmers for planting shrubs on the borders of their fields for producing additional green material for composting and for producing fuel. The main advantage of this vital programme which assisted in building up the fertility of the soil with materials produced by the farmer on his own field and with his own labour and within his small means, without affecting adversely the production of crops that he was traditionally taking, was that it could be carried out by small farmers without depending upon outside assistance and could unquestionably benefit extensive areas and a very large number of farmers. These three basic items, *viz.*, green manuring, production of compost and planting of fuel trees are capable of almost universal adoption, leaving the Department of Agriculture free for carrying out their educational campaign and do not involve handling and distribution of large scale supplies or disbursement of funds. The local multiplication of seed, the production of local manurial resources, and the production of additional fuel for the farmer are the three problems which can be taken over extensive areas all over India, provided the persons who are to develop these and educate the farmers are left free to do this work, and provided necessary encouragement and drive is imparted for the purpose.

6.10 With regard to plant protection measures, the time of spraying or dusting is very important from the point of view of effective control. Governmental agency, howsoever efficient, cannot go to each field in time and undertake the necessary crop protection work. Farmers should be persuaded and helped to own equipment and insecticides, either cooperatively or individually, while the departments should organise demonstrations and a pest warning service, and should keep available bigger power equipments to combat pests and diseases in an epidemic form.

Programme to be evolved from the village level.

6.11 The Agricultural Departments should evolve plans for increasing agricultural production in every village rather than for executing the targets of distribution of fertilisers and seeds and of executing the various land development schemes in the Second Five Year Plan. If integrated plans for increasing the production in a village are prepared and executed, the

targets prescribed for the Second Five Year Plan will be taken care of automatically, and even if these targets are not achieved, it would not matter, so long as agricultural production in every village is pushed up. At present, we have a spectacle of financial targets being fulfilled without the proportionate additional production being realised. The existing practice is to break up district-wise the State targets for schemes of land development or for distribution schemes and then break up the district targets into Tehsil and Block targets. The village agricultural plans are attempted on this basis. In this process, the resources are locked up in the areas which are slow moving and those which move faster are hampered because of lack of resources. It is, therefore, suggested that initially 50% to 60% of the resources should be earmarked for an area to be utilised in 4 to 6 months and when a substantial portion of this has been spent, additional amount should be given according to performance. If this procedure is adopted the locking up of resources could be reduced.

6.12 In conclusion we can do no better than quote extensively from a stimulating article by Dr. Douglas Ensminger published in a recent issue of of the "Kurukshetra",

> "However effectively the agricultural departments reorient and administer their technical services, the key to solving India's food production rests, in the final analysis, on the participation of village people. The national community development programme, therefore, must be the nation's instrument for mobilising village interest and leadership, providing the educational guidance, and in effectively organising all the technical and supplementary production resources of the nation for the task of getting the villages to adopt the improved agricultural practices at the earliest.
>
> "The community development programme must also, therefore, give priority attention to increasing food production. To do so in no way changes the basic objective of community development. Community development's all-important objective is, and will remain, the guiding of self help development programme in the villages, through educational means. The achievement of this type of programme means educating and encouraging the village people to look to themselves for the leaderships for the organisations, and the finances needed to solve their problems—problems largely related to hunger, disease and ignorance.
>
> "While the community development staff can through education, help village people become conscious of their problems, and stimulate an interest in wanting to change, the actual changes both in attitudes and behaviour must come from within the people. These outside stimuli of education must become inner motivations; and village leaders must be encouraged and trained to help their people adopt and develop these motivations. Further, if village people are successfully to accept and apply to their daily lives the recommended new ways of making a living, as well as to adopt

better ways of living, they must be helped in building effective village organisations to serve as instruments of change and development.

"In the educational process of community development, the village people must from the beginning be helped to understand that they themselves must create new wealth, if they are to be able to have better education, health, housing, recreating, and better family living. Village people must understand that the new wealth needed for education, health, etc., can come only from the soil, and that they can have the new wealth only if they will give up their old farming methods and take to improved ways of farming.

"For community development to play its full role in mobilizing and guiding the nation in a massive effort to free itself from hunger, it must, on an urgent basis, put into action a policy decision it has already, and recently, taken. This decision is to give the highest priority attention to two things one, to helping each village cultivator have an individual farm plan for changing to improved practices, and the other, to helping each village community have an effective panchayat and cooperative for encouraging and helping service their efforts to increase food production.

"Taking a policy decision and issuing directions to give food production priority is but one step. The other and perhaps the harder step is carrying out this policy through a coordinated programme of work for the entire block staff.......................

"To have won freedom from foreign rule gave India its opportunity to develop. To win freedom from hunger will provide India the means to develop. As it does, so the million of India's people will have for the first time an assurance of enough to eat. To most of them, that assurance will be one crowning fulfilment of their expectations of national freedom."

CHAPTER VII

BUDGETTING, SANCTIONS, PROCEDURES AND DELEGATION OF POWERS

Existing procedures retard progress.

7.1 The existing procedures of budgetting and the incurring of expenditure act as a deterrent to progress in the speedy execution of schemes in the agricultural sector. These procedures are generally applicable to all sectors of the Plan but in the field of agriculture especially, which has to deal with the production of food for the common man, their effect is particularly felt. This is because, in the sphere of agriculture unlike other sectors, the nature and extent of operations are to a large extent dictated by climatic considerations, e.g. seasons, rainfall, etc. Particular seasons of the year are propitious only for particular operations and certain activities cannot be taken up if the necessary climate does not exist. Once commenced, the time available for completion of such operations is also limited. It is, therefore, necessary before the onset of a season during which particular operations are to be undertaken, to mobilise all the resources needed so that they are commenced in due time and after commencement, there is no risk of their interruption. This will not be possible unless the appropriate financial sanctions are available in time.

7.2 The Committee have noticed that there is considerable gap between the physical targets and actual achievements for various agricultural schemes. This short-fall has often been ascribed as being due to the late receipt of financial sanctions. The delay naturally limits the amount of work that can be done in a particular year. Seasons do not wait for sanctions and late sanctions, inevitably result in partial work being done or no work being done at all. We were given instances where sanctions for plan schemes had not been received throughout the financial year to which they related, although proposals had been submitted by the Head of the Department at the beginning of the year. Such delayed sanctions also contribute to a state of affairs met with in many States in which the bulk of the expenditure budgetted for the year, amounting in some cases to as much as 80% of the provision, is incurred during the last quarter of the year. Though the funds in every case may ultimately be spent, the results are not commensurate with the expenditure because of its not being incurred at the appropriate time. "It must never be forgotten", observed the Prime Minister recently,

"that nothing is more expensive than delay". The concentration of expenditure during the last three months as mentioned above, is the antithesis of planning and is not conducive to the methodical and even implementation of the plan schemes. Means have to be devised to ensure that the expenditure is spaced out throughout the year on as uniform a basis as possible.

System of budgetting.

7.3 Under the present system of budgetting for the Agriculture sector (which may be true of other sectors also), action to include the necessary provision for plan schemes eligible for Central assistance for a particular year is initiated some time in August-September of the preceding year. The authorities subordinate to the Director of Agriculture, at a suitable level, forward their recommendations to the Head of the Department, who after scrutinising them, transmits them to the Secretary to the Department of Agriculture. After approval by Secretary, with such modifications as may be necessary, they are referred to the Finance Secretary who returns them to the Agriculture Secretary after examination in his department. The schemes are then forwarded to the Government of India and are discussed in January, February between the Planning Commission, the Central Ministry of Food and Agriculture and representatives of the State Governments. The schemes finally approved for implementation together with the provisions therefor and the share of the State Governments and the Government of India in terms of loans and grants, are then indicated.

7.4 After the Central budget is voted by Parliament, on a request by the State Governments, sanctions are issued by the Government of India after detailed scrutiny of the schemes submitted, in consultation with the Central Finance Ministry. This scrutiny at the Centre after the voting of the budget has been considered essential, as the schemes are not presented in sufficient detail at the time budget provision is included. After obtaining the sanction of the Government of India, the State Department of Agriculture has again to apply to the State Finance Department for funds in respect of such schemes. A similar procedure is followed in respect of schemes financed entirely by the State except that these are not referred to the Government of India for sanction.

Improvements suggested.

7.5 It will be observed that the above procedure envisages consultation with the Finance Department on two occasions, namely, before a provision is included in the budget and later after the voting of the budget and before expenditure sanction is accorded. While a strict scrutiny of schemes is necessary in the interest of wise spending and cannot be dispensed

with, the Committee are of the view that the various stages of action from the formulation of a scheme to its implementation should be completed more expeditiously and unnecessary stages eliminated. It should be possible, for example, to reduce the number of inter-departmental references and expedite decisions if the system of personal discussions among officers was encouraged, in preference to the practice of referring matters from one department to another in writing. Conditions should be created in which a Plan scheme can be commenced immediately on the advent of the financial year, instead of being held up due to delays in administrative or financial sanctions. In particular, in respect of schemes spread over a number of years, the issue of administrative and expenditure sanctions during the second and succeeding years should be regarded as a formality only and not interfere with the continuing execution of such schemes while awaiting the sanctions. The issue of sanctions without undue delays can be achieved if the necessary technical and financial scrutiny of schemes is completed before financial provisions for them is made in the budget of a year. This presupposes the preparation of the schemes, initially, in greater detail than is done at present and it might be useful for the financial authorities who would scrutinise them to indicate before-hand through instructions, the minimum data which should invariably be furnished before budget provision is accepted. The technical and financial pre-budget scrutiny referred to above will naturally take some time and the suggestion, therefore, involves re-adjustments in the calendar that might have been laid down for the preparation and presentation of the budgets in the State legislatures.

7.6 There may also be schemes in respect of which, either because of their magnitude, or because of other reasons, it may not be possible to complete a detailed examination of a scheme prior to its inclusion in the State budget. In such cases, a lump sum provision may be made and expenditure sanctions issued after detailed scrutiny in consultation with the State Finance Department. Pending such sanction the State Government can authorise the incurring of expenditure on preliminaries subject to certain financial limits.

7.7 If the above recommendations are accepted and provision in the State budgets is ordinarily made only after detailed scrutiny of the Plan schemes, there should be no necessity for a second reference to the Finance Department for expenditure sanction. It will be possible for the States to accord administrative approval immediately after confirmation is received from the Government of India of the acceptance of a particular scheme for Central assistance and the Plan provision, so that all preliminary work is undertaken; in respect of schemes financed entirely by the States, such approval may be accepted on the basis of their inclusion in the budget.

This will enable the actual implementation to be commenced on the 1st April, the expenditure sanction being accorded as soon as the budget is voted by the States legislature.

Revised procedure.

7.8 In respect of State schemes involving Central assistance, one of the factors which had contributed to the delay in their implementation in the past had been the time taken in obtaining the Government of India's sanction to such schemes and particularly to the Centre's share of expenditure. These sanctions were accorded after a detailed scrutiny of the schemes from the technical and financial angles. Under a revised procedure which has been introduced this year and will apply *inter alia* to the agricultural sector, the schemes in State Plans for which Central assistance is to be made available will be sanctioned by the State Governments under their normal procedure and no financial sanctions as such will be issued from the Centre. A substantial portion, namely three-fourth of the assistance to which a State Government is entitled is made available as ways and means advances by the Central Finance Ministry in nine equal monthly instalments commencing from May. These advances will be cleared later in the year by the issue of formal sanctions to loans and grants. Under this system, the acceptance by the Government of India of a scheme for inclusion in the budget after scrutiny will constitute necessary authority for the State to proceed with its implementation and the grant of ways and means advances should obviate difficulties due to non-availability of funds.

7.9 The above procedure will apply to schemes of Cooperative development (other than Cooperative farming and Cooperative training) and the National Cooperative and Warehousing Board subject to the proviso that the procedures prescribed at present for receiving schemes and giving technical approval to them will not be affected.

7.10 A copy of the letters issued by the Government of India, Planning Commission, No. Plan/5/2/57 dated the 12th May, 1958, and the Ministry of Finance (Department of Economic Affairs) No. 2(17)-PII/58 dated the 12th May, 1958, explaining the revised procedure is attached (Appendix VIII). The State Governments feel that parallel action in decentralisation should also be taken in the National Cooperative Development and Warehousing Board and the Reserve Bank. The Committee endorse this view.

7.11 It will further be observed from the Planning Commission's letter dated the 12th May, 1958, that the States have now been given discretion to divert funds from one scheme to another, if necessary, having regard to their comparative importance, pace of implementation, etc. The schemes pertaining

to the Agriculture sector (including Animal Husbandry, Dairying, Fisheries, Forests, Soil Conservation and Cooperation) have, for this purpose, been constituted into groups and heads of development and the States have been given authority to regulate the expenditure within each group without reference to the Government of India. Where the total expenditure under one group is proposed to be covered by reduction of expenditure in another group within the same head of development or where adjustments between two heads of development are involved, these may be carried out in consultation with the Ministry of Food and Agriculture under advice to the Planning Commission.

7.12 It is hoped that the introduction of pre-budget scrutiny of plan schemes in conjunction with the revised procedure for the sanction of loans and grants for Centrally assisted schemes and the discretion now given to the States to regulate the expenditure according to actual needs will go a long way in removing one of the principal bottle-necks in the execution of schemes attributable to financial procedures.

Procedure for Union Territories.

7.13 A procedure similar to that followed in respect of State schemes which are assisted by the Centre, is also being followed in respect of agricultural schemes in Union Territories. The expenditure on such schemes is met by the Government of India and budget provision is made by the Home Ministry in consultation with the various administrative Ministries concerned with the subjects and the Finance Ministry. After the budgets are voted, sanction for the implementation of these schemes has to be obtained by the Administrations of these Territories through the Home Ministry who again refer to the Administrative Ministries and Finance. We suggest that this second reference to the Government of India should be dispensed with.

Organisational improvements.

7.14 As a further step towards improving the system of budgetting and expenditure control, the Committee recommend that certain organisational improvements may also be undertaken. At the Centre, each Administrative Ministry now has an Internal Financial Adviser to render financial advice generally and in particular, assist in the formulation of proposals in the budget from their inception. The Committee would suggest that if a similar system were adopted by the States and Financial Advisers were posted to the State Departments of Agriculture as part of the establishment, the financial processes connected with the formulation and implementation of Plan schemes would be considerably expedited. It is, however, essential

that this adviser should have definite powers to take decisions on behalf of the Finance Department. His appointment should facilitate expedition in disposal and he should not be permitted to become an additional channel of approach to the Finance Department. Under the present system of financial scrutiny, Plan schemes are scrutinised in State Finance Departments by officers who have not had actual experience of developmental work. Without questioning their ability, the Committee considers that it would be of great advantage if the officers of the Finance Department charged with the scrutiny of such schemes had actual experience of the formulation and implementation of Plan schemes in one capacity or another.

Implementation suffers due to lack of powers.

7.15 It has also been represented to us that even after the funds provided in the budget are sanctioned, often the implementation of projects has suffered due to the lack of powers of the officers entrusted with such implementation. The tendency appears to be to concentrate all powers in the hands of a few officers at the top. Such concentration naturally, impedes the execution of schemes, as considerable time is lost even in case of duly approved schemes in obtaining sanctions by individual officers at the different levels, because their normal financial powers under standing regulations and instructions are limited and they have to approach higher authorities for relaxation of rules every time expenditure exceeding the limit laid down in their financial powers has to be incurred. There seems to be also some confusion as to whether after a scheme has been sanctioned, it is still necessary to obtain sanctions again for the individual component parts of the scheme. To illustrate the point, if a scheme of soil survey was sanctioned involving expenditure on staff, technical equipment and office equipment, it transpired that apart from the sanction to the scheme as a whole, it was necessary to obtain separate sanctions to the staff and equipment. This appears to us to be unnecessary.

Delegation of powers at all levels.

7.16 The Committee recommends that in the interest of speedy execution of work, there should be the greatest delegation of powers at all levels from the Director of Agriculture downwards. The powers that could be exercised only by the senior officers should be clearly specified and these might be added to or otherwise amended on the basis of experience. In respect of matters not specifically reserved for consideration and decision at higher levels, the officer implementing a programme, irrespective of his position in the hierarchy, should be enabled to operate on his own without making frequent references to higher officers. The existing rules and regulations governing the financial powers of different officers were framed several

years ago with reference to the prices prevailing at that time. With the increasing cost of living and the rise, four to five times, of the cost of commodities, it is essential that these powers are revised upward. Some of the States have already undertaken a review of the relevant financial regulations This practice is, however, not uniform. If developmental works have to be executed expeditiously with the expenditure spread out evenly during the year, it is essential that the financial powers of officers at all levels are examined urgently and, where necessary, revised so as to conform to existing prices of commodities, and changing needs of the expanded developmental programme undertaken by the country. This would be a matter to be taken up by each State.

7.17 In undertaking this revision, the following general observations may, however, be borne in mind :

(*i*) Liberal powers for the purchase, sale, write off and repair of tools, equipment, materials (seeds, fertilisers, plant protection materials, apparatus and chemicals) should be granted to the officers of the Agricultural Department. Certain restrictions which are operative in other departments may have to be relaxed in the case of Agricultural Departments.

(*ii*) Procedures for purchase and sale may be prescribed and so long as these procedures are followed it need not be necessary to obtain a sanction from higher authorities subject, in the case of purchases, to the funds having been provided in the budget and the items being of very common use viz. seeds, fertilisers, manures, cattle feed, oil cakes, implements, fungicides, and insecticides.

(*iii*) Administrative powers to grant casual, and earned leave, and to inflict minor punishments including censure and warning should be generally vested in the immediate superior and appeals should not be beyond the level of the second superior officers.

(*iv*) Authority to countersign contingent bills and travelling allowance bills should normally vest in the first gazetted superior.

(*v*) All heads of sections should have full powers to transfer their non-gazetted subordinates within their normal jurisdiction.

(*vi*) Existing procedures regarding the sanction of purchase of bicycles, typewriters, calculating machines, office clocks and furniture need simplification and liberalization.

(*vii*) Powers to rent godowns should be liberal for the officers who are

required to purchase, stock and sell large quantities of materials. These officers should have powers to incur handling and transport charges according to the prescribed methods or scale.

(*viii*) The Officers in charge of farms, laboratories and workshops should have authority to carry out minor urgent repair in Government buildings within certain ceilings and funds should be placed regularly at their disposal.

7.18 The powers delegated should be such that the officers' main task is not impeded because of lack of powers, e.g. the Principal of an Agricultural College may have wide powers in respect of purchase of books or of apparatus and the Agricultural Engineer in respect of purchase of machinery, etc. It should further be provided that in an extreme emergency any officer may exceed powers formally delegated to him without being called to account, subject to the condition that he renders an immediate report to the higher authority justifying his action.

7.19 For convenience we have suggested in Appendix IX the financial and administrative powers which may be delegated to officers at various levels in the State Agriculture Departments. State Governments may follow this as a guide while undertaking a revision of the powers of their officers on the lines suggested by the Committee.

7.20 After the above delegations are made, steps should be taken to codify all financial and administrative powers now distributed over different books and executive instructions. In brief, officers, supervisory, executive or otherwise, at all levels, should have a clear indication of their financial and administrative powers.

Restrictive orders to be revised.

7.21 Even in regard to the powers that have been delegated, the officers concerned felt circumscribed in the exercise of these powers as it was hedged in by so many restrictions, issued from time to time that for all practical purposes they nullified powers given to them by the standing regulations such as the General Financial Rules. Even after the financial powers are revised upward, the issue of executive instructions from time to time will act as a strangle-hold on the exercise of the normal powers. It is not surprising that there is a growing feeling among even responsible officers that Government were not trusting their officers enough. This feeling is not conducive to officers taking initiative and responsibility and should be removed; the delegation of additional powers should be both in letter and in spirit. The Committee would, therefore, strongly recommend that

executive restrictions of the nature referred to, which circumscribe normal financial and administrative powers of officers, should be issued only sparingly and for very weighty reasons. There should be a periodical review of such instructions every six months with a view to removing them or writing them into the normal rules if they are to become permanent. On no account temporary restrictions should be allowed to be effective for more than six months without a further review preferably by a Committee appointed by the State Governments. In order, however, to have a check on how the additional powers are exercised, a periodical statement can be obtained and inspection by qualified officers may also be arranged.

Ad hoc Financial powers.

7.22 In addition to the enhancement of normal financial powers of officers, each officer can be given, as an ad hoc measure, power to execute specified schemes for which budget provision is accepted, without obtaining further sanction on any item of expenditure under that scheme even though such expenditure may exceed his normal financial powers. Such ad hoc authorisation may be effective during the particular financial year and give absolute power to certain officers on important schemes within the ceiling of the budget provision and subject to their observing other codal formalities. This procedure could be particularly adopted to speed up plan schemes which are lagging behind for various reasons.

Authority to make direct purchase.

7.23 The procedure requiring that all stores required for the public service should be purchased through a Central Purchase Organisation in States where they exist was also cited as a factor impeding the execution of Plan schemes. While centralised purchase has its advantages in that due to the pooling of requirements and by virtue of its position as one of the largest single customers, the Organisation is able to buy the stores at the most favourable rates, the procedure is often time-consuming. In respect of the purchase of technical stores, the Central Purchase Organization cannot obviously be expected to include a large number of specialists capable of advising them and not infrequently the indenting Department itself is requested to advise on the suitability of particular stores. Much labour and time will be saved if in such cases and in cases where a large number of articles of petty value are required urgently, the indenting departments are authorised to effect purchases direct after observing the codal formalities.

7.24 In the matter of State transport dealing with essential food production work such as transport of manures, seeds, implements, etc., it was

observed that inspite of the fact that officers have appropriate financial powers to execute repairs, such repairs should be undertaken in State Workshops. In view of congestion in the State Workshops, long delays occur in the execution of repairs with the result that such transport is out of commission for long periods and the work turned out is not proportionate to the funds spent in the maintenance of staff connected with such schemes. In our opinion, it would be necessary to give discretionary powers to officers who are in charge of State trucks to get the emergency repairs done even outside the departmental workshops, where the interest of public service justifies departure from the normal rules. The main objective should be that these trucks should be put to the maximum use in a year instead of remaining idle for various reasons.

CHAPTER VIII

SUPPLY PROCEDURES

8.1 The procedures relating to the supply of chemical fertilisers, improved seeds, insecticides and pesticides which have a direct bearing on agricultural production were examined by the Committee in several States. The methods of distribution vary from State to State.

Supply of Nitrogenous Fertilisers.

8.2 The distribution of nitrogenous fertilisers both, imported and home produced is made by the Government of India from the Central Fertiliser Pool. The demand for nitrogenous fertilisers in the country for food and cash crops is first ascertained from the States and arrangements are then made for their import to meet the overall demand. The Government of India does not exercise any control over the procurement and distribution of phosphatic and potassic fertilisers.

8.3 In order to ascertain the demand, the Ministry of Food and Agriculture normally request the State Governments to submit their annual demand of fertilisers, along with its monthly break-up, a prescribed proforma. On the basis of month-wise break up of demand, the Government of India issue in the month preceding the quarter, quarterly allocations of nitrogenous fertilisers to various States indicating the quantity to be supplied to each State, and the source from which the supply is to be made, whether imported or local. On the authority of the allocations made by the Government of India, the State Governments, in the case of locally produced fertilisers, issue despatch instruction to the factories which have been allotted to them for the supply of fertilisers.

Sufficient supply of fertilisers not available.

8.4 It has been generally felt in the States that not only sufficient fertilisers are not being allotted by the Government of India, but the fertilisers allocated from Sindri and other factories are not received by them regularly and in time for application to the crops. Several reasons have been advanced for this delay. Firstly, railway wagons are not sometimes available in time and the Regional Director of Food or the Ministry has to be approached for obtaining priority from the Railway Ministry for the transport of fertilisers. In one State, transport bottlenecks occur at places

supplied through metre gauge railheads. Secondly, the orders with the supplying factory are not fulfilled according to the allocation chart due to reduced production in the indigenous factories. In the case of imported fertilisers, delays are caused by late arrival of shipments. Thirdly, there is sometimes an unusual rush demand from some States who do not phase their requirements properly from the factories concerned. It has been pointed out that there is generally, a great rush of movement of fertilisers during the second quarter, April to June, which is the main season when fertilisers are required all over the country. Almost two-thirds of the imported fertilisers are also received at the Indian Ports during this quarter. During 1958-59, the Government of India had placed an order for one lakh tons of fertilisers for import from foreign countries. Of this, about 70,000 tons were received during the quarter April to June.

Better advance Planning suggested.

8.5 The Committee is of the view that these difficulties can only be solved by proper planning well in advance of the time when the fertilisers are required in the field.

8.6 It would be advisable to start centrally administered godowns, conveniently situated in several parts of the country, where fertilisers could be received and stored for supply to the consuming centres. Taking into consideration that the present consumption of fertilisers in India averages hardly 4-5 lbs per acre, it is reasonable to suppose that one of the measures required to be taken before we can ensure any substantial increase in the consumption of fertilisers in the near future will have to be the speedy development of warehousing and distributing facilities to enable the country to handle any reasonable quantities of fertilisers needed for her starved soils. The payment of interest charges on fertiliser loans advanced by the Centre to the States, may also have to be deferred till such time as the fertiliser is actually required for use on the land.

Distribution of Fertilisers in the States.

8.7 The responsibility for the distribution of fertilisers to the cultivator mainly rests with the State Governments. The method and the agency for the distribution of chemical fertilisers vary considerably from State to State. The main channels of distribution of fertilisers are through,

(*i*) Cooperative societies.
(*ii*) Private dealers.
(*iii*) Government Departments.

8.8 In some States the distribution of nitrogenous fertilisers is done through the Cooperative Societies. The Cooperative Societies are entirely responsible for storage and organising a net-work of distribution centres, fixed after mutual consultations between the Cooperative and the Agriculture Departments. In some States there are as many as 1350 sub-depots in the State. In some other States, the distribution of fertilisers is done through the Cooperative Societies as well as through private traders. In one State the distribution is carried out entirely by private traders while in yet another, the distribution of fertilisers is carried out through Government depots, Cooperative Societies as well as through private traders. It is felt that adequate storage facilities for stocking fertilisers are not available in the States. Sufficient stocks cannot, therefore, be kept at the distributing centres. The number of distributing centres is also not enough to meet the demand of the cultivators.

Distribution of improved seeds.

8.9 Improved seeds must also be multiplied and supplied to the cultivators in a systematic manner. For this purpose, sufficient quantities of improved seeds, evolved by the research workers, have to be multiplied at Government Farms, as well as, on farms of selected growers, all over the country. Some States have a well planned programme for the multiplication of improved seeds through Registered Seed Growers and have organised an elaborate system of exchange of improved seeds among farmers at the village level. We noticed that in one State an unusual method of procuring improved paddy seed through an open tender advertised in one of the leading daily papers of the State was being adopted. For a commodity like improved seed this procedure is open to serious objection as the purity of the variety cannot be guaranteed. The Committee is of the view that State Departments of Agriculture should not involve themselves in the distribution of non-descript seed and should confine their attention only to the propagation on Government Farms, of improved pedigree seeds of guaranteed purity, which has been inspected and rogued in the field prior to harvesting and threshing of the crops.

8.10 The agencies responsible for the distribution of improved seeds are much the same as in the case of chemical fertilisers. In one State, the Director of Agriculture was not prepared to hand over the distribution of improved seeds to the Cooperative Societies, as he thought that the Co-operatives did not take proper care to maintain the purity of seed. In another State the District Agricultural Officers have been empowered to purchase improved seeds from the Registered Growers in their districts. The improved seed thus bought and also obtained from the State Seed

Multiplication and other Farms is entrusted to the Cooperative Societies for distribution in their areas on a commission basis. The Cooperative Societies, in turn, issue improved seeds to the cultivators on cash or credit basis.

Distribution of improved Agricultural Implements.

8.11 The progress of distribution of the improved agricultural implements depends on the allocation of steel quota for agricultural purposes. We have been informed that this quota has not been coming up in sufficient quantity. In our view the quota of iron and steel for agricultural purposes should not only be given in accordance with the demand made by the States, but it should be allotted and placed at the disposal of the State Agricultural Departments, so that they may organise the manufacture of improved agricultural implements on a large scale.

Distribution of pesticides and insecticides.

8.12 The supply of pesticides and insecticides etc. is made through the Plant Protection Organisations of the State Governments operating through their plant protection centres, distributed in different areas. The pesticides are given at cost price or at subsidised rates under the Grow More Food Rules. Pesticides are also distributed free of cost by the State Plant Protection Organisations, specially when severe pests or diseases break out. Plant Protection measures are also undertaken through the Community Development and National Extension Service Blocks.

8.13 The Central Plant Protection Directorate under the Ministry of Food and Agriculture has also established a number of Central Plant Protection Stations, located at Pathankot, New Delhi, Barabanki, Gaya, Gauhati, Cuttack, Bilaspur, Dharwar, Palampur, Indore, Hyderabad, Eranakulum, Amraoti and Tiruchirapali. The pesticides from the centrally controlled centres are usually given through the State Departments of Agriculture. Besides, there are private firms which import, stock, manufacture and distribute insecticides, pesticides, hand sprayers and dusters. In one State the demand for plant protection service has increased so rapidly that the State Plant Protection Organisation is unable to cope with it. This is being met largely by private organisations selling their products at important centres. It is understood that out of the total value of insecticides and fungicides of Rs. 2.3 crores distributed in the country, nearly Rs. 1.9 crore worth is distributed by private agencies directly through their own sales organisation.

Supply functions of the Department.

8.14 The Committee is of the view that the time has come when the entire organisation for the supply of fertilisers, improved seed, insecticides and agricultural implements must be separated from the truly extension and technical functions of the Agricultural Departments and transferred to the Cooperative Organisations in the States. In the initial stages, these agencies may need certain guarantees for losses incurred, though in the long run, these supply programmes would have to be organised on the basis of self-sufficiency.

Agricultural Credit.

8.15 Furthermore, a programme which seeks to encourage the farmer to adopt better and improved methods of farming should be matched by a suitable credit programme, which will provide the necessary means for the adoption of the new methods, such as seeds, fertilisers, insecticides, agricultural implements etc. During the last few years, the existing organisation for credit has been able to benefit largely the well-to-do and the comparatively richer class of peasants. The small peasant has been largely left untouched and this seems to be the principal reason why the G.M.F. Campaign failed to enthuse the large majority of cultivators to increase production to any appreciable degree. Government policies should be moulded to the needs of the small cultivators and credit facilities extended to them despite the greater risk involved. The small peasant will constitute the basis of the whole structure, and rules and regulations for granting credit facilities should be revised to this end. The total requirements of agriculturists in the country for credit have been computed at Rs. 750 crores in 1951-52 and according to the Plan, Rs. 90 crores were to be issued in 1957-58, whereas all the Cooperative Banks put together did not issue more than about Rs. 57 crores during the year. The existing organisation for credit has not expanded sufficiently to cope with the increasing requirements and steps need to be taken to step up cooperative credit and strengthen the cooperative structure as envisaged in the Rural Credit Survey Report.

CHAPTER IX

MODEL AGRICULTURAL ORGANISATION TO SUIT PRESENT NEEDS

The purpose and functions of the Agricultural Departments.

9.1 If the Agricultural Departments are to fulfil the expectations of the people in the field of agriculture, it is necessary that they must be organised to handle promptly and in an efficient manner the growing demands of the agriculturists. The Departments should not only provide facilities for educating and training the farmers, but also for training the personnel required for manning the services connected with agriculture. Agricultural Departments should demonstrate to the farmers better methods of cultivation and disseminate knowledge about these methods through various audio-visual channels and organise farmers for adopting the improved techniques of crop production and working together for purposes of common benefit in activities such as land development, protection of crops, marketing and organisation of self-help programmes. The department should have the capacity to pick up the problems of the farmers and pass them on quickly to the research sections for prompt solutions and rapidly transmit their solutions back, not only to the concerned farmers, but to other farmers as well. The Departments of Agriculture have in the past regularly secured and supplied certain quantities of seeds, fertilisers, implements, agricultural machinery and plant protection equipment; but we do not regard this to be a legitimate role of the Department of Agriculture, though this certainly is a function of the Welfare State. In our opinion, it is necessary for the Agricultural Extension staff to concentrate solely on educating and organising the farmers to produce more. The Department should deal with technical knowledge and education rather than trade in supplies. The field for extension is as vast as for agricultural research and the Departments of Agriculture should equip themselves for meeting the demands for improved agricultural techniques which are developing fast in all areas.

Agriculture & Irrigation under common Minister and Secretary.

9.2 Though the Committee is aware of the practical difficulties involved in combining under one Minister, a number of portfolios, it recommends that in the States, the feasibility of the portfolios of Agriculture and Irrigation being held by one Minister should be considered as the problems of irrigation,

drainage and flood protection are not only intimately connected with agriculture, but there is a gross lack of coordination between the departments. For rapid progress it appears desirable to place the responsibility for both these fields in a single authority. In one State, we observed that the Agriculture sector was divided among as many as four Ministers and four Secretaries to Government. At the level of the Secretary to Government, it may not be possible in some States to combine Agriculture and Irrigation and place it with one Secretary. We would, therefore, recommend that the feasibility of all the subjects connected with Agriculture being distributed between two Secretaries may be examined. One possible arrangement will be for the Secretary for Agriculture to deal with Agriculture, Land Reclamation, Soil Conservation in agricultural lands, Animal Husbandry and Veterinary Science and the Secretary for Irrigation, in addition to Irrigation, to deal with Forests (including soil conservation in forest areas), Cooperation and Agricultural Marketing. The two Secretaries may have necessary supporting Deputy and Under Secretaries depending upon the volume of work. Frequent changes should also be avoided as they cannot but dislocate administration and result in a faulty pace in execution of work. In one State, the agriculture portfolio at Minister's level has changed hands five times and at the Secretary's level four times since the beginning of the First Five Year Plan.

Land Development and Works Wing within the Agricultural Department for Minor Irrigation, Civil Works and Soil Conservation.

9.3 At present, the schemes of minor irrigation are dealt with in some States by the Revenue, Cooperation, Agriculture and Irrigation Departments, according to certain prescribed ceilings of costs. In some other States, Agriculture Departments have nothing to do with the minor irrigation schemes. We recommend that the construction of irrigation wells and construction and repairs of small minor irrigation works etc., which do not cost more than Rs. 10,000 should be the responsibility of the Community Development agency. The Agriculture Department should attend to minor irrigation works costing, approximately above Rs. 10,000, but generally not more than about Rs. 80,000. Works costing more than about Rs. 80,000 may be handled by the Irrigation Department.

9.4 The Minor Irrigation Branch of the Agricultural Department should be equipped to bore wells and sink tube wells in suitable areas on behalf of the Cooperative Societies and the individual farmers. In some States, the minor irrigation programmes, including tube-wells, are handled by the Public Works Department. This Department cannot be expected to give as much importance to minor irrigation works as it does to its regular works of much

bigger dimensions. A department which is handling a project like the Bhakra Dam can hardly be expected to pay much attention or importance to a minor *kuhl* in say, the Kangra district. The same holds good for the building programme in the agriculture sector of the plan. The Committee would, therefore, recommend the setting up of a Works Division within the Directorate of Agriculture under a qualified Joint Director with full powers of a Superintending Engineer. This will result in a speedy implementation of both minor irrigation and the building programmes within the agriculture sector. A research division for agricultural implements and machinery should also be added to this circle.

9.5 Land Reclamation often involves the testing of soils for ascertaining productivity and the follow up work in connection with the cropping pattern to be adopted. The work of soil conservation on agricultural lands remains incomplete without the follow up introduction of fertility building practices and adoption of cultural methods for conserving soil and moisture. It is, therefore, recommended that soil conservation in agricultural lands should be the function of the Agriculture Department and in forest areas, of the Forest Department, and care should be taken to see that an independent Department of Soil Conservation does not spring up. Land reclamation, minor irrigation, including drainage and flood control and soil conservation really constitute measures for developing the land and these subjects may well be assigned to a Branch which may be designated as the Land Development Wing or Branch of the Department of Agriculture. As this Branch will consist of agronomists as well as engineers, it may be advantageous also to entrust to this Branch, the responsibility for popularising improved implements and agricultural machinery. As mentioned above, this branch should be headed by a Joint Director for Land Development. We have considered the question of constituting a separate Department of Land Development, but we feel that this arrangement will not be conducive to quick and better results. Pending the creation of the Land Development Wing, it will be desirable to transfer the responsibility for the execution of minor irrigation programme from the shoulders of the District Agricultural staff to those of the Engineering staff who are especially meant for this type of work. In some States, the District Agricultural Officers and those below them are kept so busy with minor irrigation programmes that they have little time left for their legitimate educational work.

Headquarters organisation of the Director of Agriculture.

9.6 At the headquarters of the Director of Agriculture, we visualise Joint Directors for looking after, (*i*) Land Development & Works, (*ii*) Extension and (*iii*) Research and Education. In the larger States, where research

and educational activities have already extended it might be necessary to provide a Deputy to the Joint Director for both Research and Education. In this arrangement there will be no risk of one of the branches lagging behind. With separate Joint Directors, one for Education and one for Research, the psychological barrier that exists at present between persons engaged in teaching and in research will become stronger. The teaching in such a case is likely to become more and more theoretical. If teaching and research are satisfactorily integrated by the Sectional heads of each subject being made responsible for both the disciplines, then there would be no danger of either of them lagging behind because of the other. With the development of post-graduate teaching, the integration of teaching and research will become all the more necessary. A very large number of Seeds Farms have already been opened and some of them are still being started. All these Seed Farms together with other farms which the State might have, would require expert knowledge and guidance of an officer who will be a Deputy to the Joint Director for Extension. He should be fully responsible for the running of all the farms in the State and should operate on the budget of these institutions which should be centralised, wherever found necessary. All the officers at the headquarters should be enabled to tour regularly and inspect the institutions under them thoroughly and guide them technically.

9.7 The Joint Directors of Extension should be supported by at least four Extension Specialists in Agronomy, Plant Protection, Soils and Soil fertility, Horticulture and any other subject depending upon local conditions. It will be the duty of these Extension Specialists to formulate Statewise plans for the extension of research findings and to remove technical difficulties encountered in their extension. These Specialists should be drawn from the Research Sections and should work in close liaison with the Research Officers, so that the translation of results of research into field practices is not delayed. These Extension Specialists who are the subject-matter specialists, with training in extension methods will constitute a Farm Advisory Service, which would keep in close touch with agricultural research being done at the Central, State and Commodity Committee research stations and formulate authoritative recommendations on farm practices and techniques of production for use by the agricultural extension officials of Blocks. They will also help in planning and organising crop campaigns. The training of young officers should be an important assignment for all the Joint Directors.

9.8 In some of the States there are special posts of Development Officers for crops, such as, Sugarcane Development Officer, Cotton Development Officer, Oilseeds Development Officer, Jute Development Officer etc. These officers may work as Deputies of the Extension specialist in Agronomy and the appointment of such Deputies will be justified only when a particular crop deserves special consideration in a State.

9.9 There should be an Administrative Officer subordinate to the Director of Agriculture at his headquarters to relieve him of routine administration. The Administrative Officer should deal with all establishment cases and should be drawn from the State Civil Service. In addition, there should be a Budget and Accounts Officer drawn from the State Finance and Accounts Service for relieving the Director of Agriculture from routine accounts matters. This Officer will carry the entire responsibility in the sphere of budget and accounts. In smaller States, these posts could be combined and held by one officer, instead of the two suggested.

9.10 The State Departments also need at their headquarters a full time Progress and Evaluation Officer, assisted by a small unit of staff, who should be responsible for the collection of development statistics on one side, and the evaluation of programmes on the other. He should keep the departmental programmes under continuous review and measure their success or otherwise in the field, so that any defects of execution or planning could be rectified immediately. Some States have a senior Statistician attached to the Headquarters of the Director of Agriculture. Wherever such posts exist, the progress and Evaluation Officer could also be placed under him. This unit is intended to function as the eyes and ears of the Department with respect to all technical programmes undertaken in the field.

Organisation at District level.

9.11 The Extension Specialists at the headquarters of the Director of Agriculture should be supported by similar specialists at the district level. In some of the States where the extension programme is not well developed, or where the districts are very small, it might even be advantageous to have these specialists for a group of districts. In this connection it may be pointed out that extension programmes for sugarcane and cotton are better developed in most of the States than similar programmes for foodgrain crops. For developing the programmes on foodgrains, oilseeds, and pulses it might be worthwhile to appoint Special Extension Specialists at the District and State level. The appointment of such Specialists will exert pressure both on the research staff as well as on the farmers.

9.12 The provision of additional four subject-matter specialists in agriculture at the Block level as visualised in the Report of the Agricultural Personnel Committee will be the third stage of development and this will naturally be reached earlier in some States than in others.

9.13 Even after the supply functions have been transferred from the District Agricultural Officer to other appropriate agencies, such as Co-operative, the work load will be fairly heavy in those districts where there

will be ultimately more than 12 to 15 Blocks; as we visualise that it should be possible for a District Agricultural Officer to visit a block, at least, once in three months and devote 3 to 4 days in each Block. In some States, additional District Agricultural Officers are being appointed for this purpose and the districts are being bifurcated; whereas, in some other States, a Personal Assistant is being provided. There are still other States where Sub-Divisional Agricultural Officers have been provided to be incharge of each Revenue Sub-Division of a District. We regard this as a better arrangement, as a limited number of experienced officers can serve as District Agricultural Officers; while a number of younger and enthusiastic officers can work under their guidance as Sub-Divisional Agricultural Officers. Under such an arrangement, one experienced Deputy Director can guide the agricultural work in about 100 to 125 Blocks and 3 to 4 District Agricultural Officers can guide the work of 10 to 12 Sub-divisional Agricultural Officers, each of whom would be looking after about 10 to 12 Blocks. In this case, it will be necessary to have a District Agricultural Officer of the Class I cadre as this officer should combine both technical competence and initiative. The posts of Deputy Directors should be included in the selection grade and should correspond to those of Superintending Engineers.

9.14 Until the supply functions are transferred from the Agricultural Department, it is necessary to provide gazetted Personal Assistants together with necessary accounts and audit staff, both to the District Agricultural Officers and the Deputy Directors of Agriculture, in order to relieve them of routine accounts, bills and supply work. The Personal Assistant should be authorised to sign bills and issue sanctions on behalf of the officer under whom he is working.

Organisation for Agricultural Information.

9.15 The success of agricultural production programmes depends upon among other things, on a suitable Farm Education Service reaching the cultivator and extending to him current knowledge of improved agricultural practices. A Farm Education Service which is intended to educate the farmer in adopting improved techniques of farming has three essential components, viz. (*i*) Farm Advisory Service, (*ii*) National Extension Service, and (*iii*) Agricultural Information Service. The Government of India and the State Governments are developing effectively National Extension Service at the Block and Village levels which will be expanded eventually to cover the entire country. The Village Level Worker is intended primarily to work at the Village level, but he does not possess adequate training in agricultural practices on scientific lines, although a major portion of the farmer's occupation relates to agriculture. He probably knows less about "agri-

culture" than many "good" cultivators. His effectiveness in improving agriculture and his utility to influence farmers will increase if he has a constant supply of good educational material and current scientific information, processed in a manner which could be understood by him, for transmission to the cultivator. We have elsewhere recommended the establishment of a suitable Farm Advisory Service to be developed in each Agricultural Department so that properly trained Extension Specialists in specified subject-matter fields, who will be free from the regulatory and enforcement functions which now form the major portion of the duties of the officers of the State Departments of Agriculture, would form an effective link between the research institutions and the field level extension agency.

9.16 The Farm Advisory Service to be fully effective should be supported by an Agricultural Information Service, consisting of trained staff of Information Officers specialising in mass communication methods. Mass communication is just as specialized field as agricultural research or agricultural Extension. Neither a research worker nor an Extension Specialist could be expected to prepare extension publications, leaflets, pamphlets, charts, exhibits, visual aids which form an important plank in conveying agricultural information to the farmers. While the research workers and the Extension subject-matter specialists of the Farm Advisory Service would provide scientific information, the processing of such scientific material into popular extension publications, visual aids and other information data, will be the special responsibility of the officers of the Agricultural Information Service. Steps have already been initiated during the Second Five Year Plan to develop Agricultural Information Units for this purpose in the State Departments of Agriculture. Similar Information Unit has also been developed in the Extension Wing of Central Ministry of Food & Agriculture with which the State Units will work in close cooperation, but the State Units will have to pay special attention to the production and distribution of information literature in local languages and in filling up gaps in scientific information having a local bias. It is important that agricultural information work should be distinguished from publicity and propaganda work which is the normal function of the Information and Publicity Department of a State. The Committee would accordingly recommend that the Agricultural Information Units in the States should be developed as soon as possible into full-fledged Agricultural Information Bureaus located in the Agricultural Departments principally to deal with scientific information to reach the villager with knowledge of 'how to increase his income'. In any State where agricultural information work is mixed with publicity and propaganda, it should be separated and located in the agricultural department to be developed into an Agricultural Information Bureau to deal with extension type leaflets, pamphlets, journals, visual aids, films, exhibitions and all means of mass

contact with the villager. The work is a specialized one and the presentation of the material in a language and form acceptable to the Indian villager should require more and more recognition. The material produced in this bureau should be extensively supplied to the field extension workers such as the Village Level Workers and also to the farming public. The bureau should be under the charge of an Information Officer equal in rank to the Head of a Section. He should be adequately provided with staff, equipment and funds to effectively carry out his work.

CHAPTER X

ORGANISATION FOR AGRICULTURAL RESEARCH AND EDUCATION

Not enough Research.

10.1 For increasing agricultural production in our country substantially, we have to rely more and more on improving the efficiency of production by evolving scientific methods and applying them to agriculture. The intensification of agriculture will, in its turn, create additional demands on research as has been seen in other countries. On account of these reasons we agree with the observations made by the Joint Indo-American Team on Agricultural Research and Education that ,"the total research programme under way is inadequate to meet the needs and demands for improved agricultural materials and practices on Indian farms". Research is the basis of all agricultural progress. However efficient the organisation for extension may be, unless it is based on the solid foundations of research, it would be like a house built on sand. It has been aptly remarked, "without adequate research, extension would be like an empty pipe-line, costly alike to the people who paid for it and to the Government that built it."

Regional Research Stations.

10.2 There is a clear necessity for establishing major research stations for serving the needs of each agro-climatic region and tract having a particular type of soil and climate. This will mean the establishment of at least 50 major research stations, equipped and staffed for undertaking research work in all branches of agricultural improvement. Each of the stations may have three to four plant breeders and one or two workers in the field of soil science, entomology, mycology and two or three in the field of agronomy and horticulture. District farms and sub-stations, and crop and irrigation research stations within the region would serve as sub-stations of the regional research station and they should be properly manned and equipped for carrying out extensive testing of varieties, manures, cultural practices and plant protection and farm management practices.

10.3 We visualise ultimately, that around these major research stations, agricultural institutions like Agriculture and Veterinary Colleges and train-

ing centres may be built up. Subject-matter specialists, where they are intended to serve a region, may be posted at the appropriate Regional Research Station; and those posted in the Districts should frequently visit the Regional Research Stations. In each State, therefore, there may be there to five or even more such research stations. It is necessary to ensure that the expenditure incurred on research on various crops bears some relation to the area of the crop in the region and the income therefrom. These Regional Research Stations which are intended to serve the needs of the area, fill the gaps in research in two directions, with respect to the region, as well as the crops. We understand that an exhaustive study has been made recently by Dr. K. Ramiah under the auspices of the I.C.A.R., of the present position of rice research and rice development in some States where rice is an important crop. We are in general agreement with the recommendations made by Dr. Ramiah in the case of rice and suggest that if similar reviews could be carried out by experts in the case of other important crops, some of existing lacunae in crop research and its application to field could be filled up.

Agricultural Colleges.

10.4 At least one of these Regional Stations should develop into a first rate Post-graduate Training centre. Where the Regional Research Station and the Agricultural College are located at one and the same place, it is desirable to have a single officer to head both these institutions. This Officer-the Principal or the Dean- should have two Deputies, one for education and the other for research, so that both the branches receive adequate attention. The college must remain in constant and vital touch with the farmers and their organisations and should develop a tripartite organisation for research, education of students and extension or education of those who cannot come to the college. Agricultural Colleges in States should unify these functions into a comprehensive scheme without which the college cannot work as a leader in solving rural problems. In some States, considerable success has been achieved in this direction, but in others the organisation needs overhauling. To make teaching and research more practical, and ensure a free flow of agricultural problems and results of research back and forth between the village and the research laboratories and farms, the teacher, research worker and the Extension Specialist should be teamed together and placed under the technical and administrative control of one and the same officer in each major field of agricultural science.

Establishment of Agricultural Extension Sections.

10.5 The weakest link in agricultural research and educational

organisation is extension due largely to the total separation of the extension wing from the research wing. We recommend the setting up of an Extension Section in the agricultural colleges under a Professor of Extension whose function will be to teach extension methods to the students, so that when they pass out, they can prove effective extension workers. On the research side, his duties will be to develop appropriate extension techniques to suit various situations and to organise research in extension methods in collaboration with other research workers of the college.

Extension Specialists at Regional Research Centres.

10.6 In order to feed the research worker with the problems of the cultivator and to test the findings of research in the cultivator's fields, under his conditions, it is necessary to attach Extension Specialists at the main (regional) centres of research, preferably, where agricultural colleges house the staff actively engaged in research. The association of extension specialists, besides helping to make the research programme more realistic, helps the teachers to make their teaching more practical than what it is at present.

Separate Section of Agricultural Economics.

10.7 It is urgently necessary to organise in the Agricultural Colleges and Research Institutions, a separate section for carrying on teaching and research work in the field of Agricultural Economics. The absence of training facilities in these two subjects namely, Agricultural Economics and Agricultural Extension, that is commonly met with in a number of Colleges needs to be corrected immediately. There are States where teaching sections deal with Agricultural Extension and Agricultural Economics but they do not carry out any field research. If teaching has to be related to field needs, it is necessary that such sections must be enabled to carry out research in the field.

Vocational School for Agriculture in each district.

10.8 There should be one Vocational School of Agriculture in each district. These schools should concentrate largely on practical training and should be adequately equipped with farm and other training facilities. These schools may run two or three different types of courses. There should be a regular Two Years' Course in Agriculture for those who have passed the Secondary Examination. This course should qualify them for lower posts in Cooperative, Agriculture and Revenue Departments, where personnel of the calibre of Intermediate is required and preference should be given to such personnel. Concrete steps should be taken to enable those who have

passed at least Matriculation and have put in two years at the Agricultural School to secure admission to an Agricultural College and complete the course in a shorter period than what is normally required.

10.9 A separate hostel should be provided at these schools for the farmers to reside during their period of training. It is intended that specific short courses ranging from two to ten weeks, may be organised for the benefit of practical farmers. Such courses should cover growing of special crops, poultry keeping, bee-keeping, horticulture, farm management, agricultural, machinery etc. depending upon the local demand.

10.10 These schools should be in the immediate charge of the Regional Deputy Directors of Extension, but under the general control of the Dean or Principal of the College located in the region. The problem of integrating the schools with college teaching, to enable outstanding boys from schools to go up for college education will have to be handled by the Dean, who as a member of the various bodies of the Board of Secondary Education and/or the University will be in a better position to frame proposals on the changes necessary from time to time in the syllabus.

Closer Coordination between research, education and extension branches.

10.11 For bringing about a close coordination between Research, Education and Extension Branches, arrangements should exist for holding annual if not half yearly conferences at the major research stations, which will be attended by all officers connected with Research and Extension and who are working in the region. Where the number of attending officers is large, it might be advantageous to hold this conference twice or three times in the year with a common agenda, but with rotational attendance. During this five to six day's conference, the needs of the area in the three branches of Research, Extension and Education should be considered along with the progress made and new proposals prepared in the light of recent advances. A couple of days should be ear-marked for learning new techniques and for discussing specific problems with the different specialists. A similar meeting at the District level may be held for a day or two, once in three or four months.

Research workers to be given relief from administrative and accounts work.

10.12 It has been observed that in research institutions, including experimental stations and research farms, the rules have become masters instead of being guides. Consequently, most of the workers engaged in colleges or in research are burdened with administrative and routine account-

ing duties to the detriment of their normal research or teaching functions. The Principal of an Agricultural College in the country has to put nearly a thousand signatures to such papers and is tied down in his office chair for nearly 4-5 hours every day. These officers who are not trained in accounts or administrative matters are naturally apprehensive of such work and they have to waste a lot of their time in matters not connected with their technical qualifications. It is imperative that in all agricultura institutions, which handle an annual expenditure of say, a few lakh of rupees, there should be properly trained administrative and accounts staff of appropriate status located so that they take full responsibility for such accounts work and do not commit the research staff in any way to assume responsibility for such work.

Utilisation of retired specialists.

10.13 A number of subject-matter specialists have retired and settled down in different parts of the country. As senior research specialists usually work at headquarters, sometimes, they are not in day-to-day touch with the working of the research schemes which are executed by research institutions far away from the headquarters. In such cases it would be advantageous if retired specialists are given facilities to visit the research institutions for giving guidance to the research officers and give a critical review of the work done, so that senior specialists could remedy defects in time. Retired specialists coula also be associated with the supervision of local schemes. They could be given some honorarium to compensate them for their out of pocket expenses. An arrangement of this nature, whereby the talents of experienced and retired specialists are utilised profitably either in research institutions or schemes operating in the field, would be highly desirable.

10.14 In conclusion, it may be emphasised that with the expanded scope and nature of responsibilities, the Departments need clear sense of purpose, an adequate set up, competently manned, well defined duties for each rank, adequate inspection and supervision at all levels and a sense of urgency. Special effort have to be made for developing a new outlook, where the minds of officials are attuned to the needs of the day and the interests of the cultivator, and the willingness to work in a team, born out of the understanding of the problems facing the country which brook no delay.

SUMMARY OF RECOMMENDATIONS

Growth of Agricultural Departments and the Prevailing Service Conditions.

1. The growing tendency of depending upon stimulus from the Centre for taking action on subjects which are the responsibility of the States, needs to be discouraged. States should examine periodically, the structure, objectives and policies of the State Department of Agriculture with a view to providing balanced growth and enunciating programmes and policies. This review should be undertaken once in five years by a special Committee of agricultural scientists, administrators and progressive farmers. (2 3 & 2.4)

2. A similar Committee is recommended at the Centre for examining programmes and policies of the Central Commodity Committees and other Central Institutions dealing with agriculture. (2.5)

3. The Royal Commission on Agriculture made important recommendations in 1928 with regard to improving service conditions, but unfortunately most of these recommendations have not been implemented. Present day problems of low morale and inefficiency are attributable to non-implementation of these vital recommendations made thirty years ago. (2.8 to 2.17)

4. A very large number of temporary posts—30% to 80%, still exist in State Departments of Agriculture. All temporary posts continuing for more than three years and having reasonable chances of continuing should be added to the State cadre and made permanent. Pensionary and other rights such as annual increments etc. of agricultural workers who have served for many years should be protected. (2.19)

5. Willingness to recognise the Agriculture Department as a major and important department is still lacking and there is a strong need for planning and distribution of national intellect. (2.15 & 2.20)

6. Low scales of pay do not attract talent. To attract the best talent available in the country to the field of agriculture, they should be paid at par with the administrative services. The existing disparity has lowered the stature of agricultural services in this country. (2.21 to 2.23)

7. The scales of pay of gazetted, as well as, subordinate agricultural services should not be lower than those for other services, requiring compar-

able training and subsequent prospects of promotion and prosperity in the service. (2.24)

8. The District Agricultural Officers and the Regional Deputy Directors who play the role of an adviser, should be up-graded in status. Avenues for promotion should be increased by introducing more senior and selection grade posts. (2.25 to 2.27)

9. If technical qualities and competence are to be promoted, there should be adequate recognition of merit at all stages and advancement should not depend merely on seniority. (2.29)

10. Creation of supernumerary posts in superior cadres is necessary for retaining technical personnel of requisite aptitude and competence in their fields of specialisation, without allowing their prospects of promotion to suffer. (2.30)

11. For raising the morale and prestige of agricultural services and for attracting equally suitable human material and for bringing about uniformity of standard, an All-India Agricultural Service should be created. The scales of pay and prospects should be at par with the I.A.S. (2.34 & 2.35)

12. Till such time that an All India Service can be created, an 'Agricultural' or 'Technical' Cadre or Pool may be created in the I.A.S. cadre to which 33% of the technical officers of State Class II Services and above, should be recruited by the Union Public Service Commission, strictly on the basis of merit and competence. (2.36)

13. State Departments of Agriculture should frame or revise rules for recruitment, confirmation and promotion. An experienced Administrative Officer from the Appointments Department should be deputed with the Secretary, Agriculture for drafting or revising the rules of Agricultural Services. (2.37 & 2.38)

14. Only those persons who have an aptitude for agriculture should be recruited in agricultural departments. Suitable tests for aptitude should be devised, especially for research. (2.39 & 2.40)

15. Qualifications for various posts in the agricultural departments have been suggested. (2.41)

16. In Extension and Farm Management Branches, 40% of the posts should be filled up by direct recruitment; similarly, 50% of the posts of the Deputy Directors should be filled up by direct recruitment so as to attract bright young men in the services, before they have lost their initiative and drive by serving long periods in subordinate positions. The introduction of fresh blood will tend to tone up the services. (2.42)

17. Suggestions have been made for grouping of posts, promotion quotas and qualifications required for various branches of the Agriculture Departments. (2.43 to 2.45)

18. The posts of Principal of Agricultural College and Joint Directors of Agriculture, Research, Education and Extension etc. should be treated as selection grade posts and should not be filled merely on the basis of seniority. In filling these posts, as well as those of Deputy Directors and Heads of Sections the need for recruiting officers with merit, initiative and drive is paramount. (2.45)

Training And Assessment.

1. The fast disappearing concept of taking training of subordinates as an important duty needs to be restored. (3.1)

2. Fresh agricultural graduates recruited by the Agricultural Departments should be given orientation as well as 'on the job' training. Old staff, whether engaged in research, teaching or extension or when transferred from one agro-climatic zone to another should also receive this training. (3.2)

3. It is important that training courses are conducted by senior, experienced and competent officers. (3.2)

4. Job training should impart a practical working knowledge of different types of jobs to be entrusted to the trainees. It is necessary that a systematic and regular programme of training is drawn up and the officers expected to fill higher posts given such training. (3 3)

5. In order to keep agricultural officers abreast of latest developments and researches, arrangements should be made permanently for imparting refresher courses in a systematic and automatic manner. These refresher courses should be followed by examinations and those who fail to pass in these examinations should stand to lose; those who pass should stand to gain in matter of promotions. (3.4 to 3.7)

6. Short-term intensive courses should also be organised during summer vacations at post-graduate colleges for the benefit of the research, teaching and extension staff. Due weightage should be given to the examinations passed at the time of promotion. (3.8 to 3.10)

7. Special training facilities need to be organised for imparting training in Farm Management and Farm Planning on a few selected farms, as it is only through well managed farms, running at a profit, that modern practices can be demonstrated to the cultivator in a convincing manner. (3.11)

8. The need for foreign training should be assessed on a long term basis and panels of selected candidates should be kept by the State Departments of Agriculture. Ad-hoc selections should be avoided. After receiving training officers should be posted back to the subject of their specialisation. (3.12)

9. In all the cadres of the agricultural departments where there are more than 8 to 10 posts in a subject, a training and deputation reserve should be created. This should be in addition to the normal leave reserve. The need for training is felt more keenly in the case of the extension or the field personnel. (3.13)

10. Periodical examinations should be prescribed for officers. Those who fail to pass should not be confirmed, promoted or permitted to cross the efficiency bar. (3.14)

11. The existing system of evaluating officers leaves much to be desired. For proper assessment of subordinates competent Boards should be set up; gazetted officers should be assessed by Boards of Agricultural scientists and technical men of repute from different parts of India. These reports will enable the Director of Agriculture to assess the work of his departmental officers. (3.15 & 3.16)

Coordination.

1. Co-ordination of work is a knotty problem and what is urgently required is coordination of mind and action. There is tendency for coordinating bodies to function in a routine manner. These bodies do not meet often enough and follow up action is lacking. For coordination to operate successfully, adequate authority and power should be vested in the coordinating bodies at all levels. For this purpose it is suggested that the Development Commissioner should have a status higher than the Secretary to Departments. (4.2)

2. Field Officers are burdened with too many reports, and returns. Multiplicity of returns does not ensure coordination; what is more important is that coordinating bodies should meet frequently on predetermined dates. (4.3)

3. Research programmes should be examined by working parties, consisting of specialists in concerned subjects and then by a Research Committee consisting of Heads of Research Sections, Professors, Principals and Deputy Directors of Agriculture. For suggesting research problems there should be Regional Advisory Committees, as in some States, consisting of

District Agricultural Officers, leading farmers and selected Extension Officers and Farm Managers. (4.4)

4. There should be a similar Committee at the State level for formulating and coordinating Extension programmes and also Regional Advisory Committees to discuss the district programmes. (4.5)

5. Similarly, Educational programmes should be prepared by the Educational Programme Committee at the State level, with representatives from Research, Education, Extension and the Community Development Departments. Training programmes for Farm Leaders, V.L.W's and farmers drawn up at the divisional level should be considered by this Committee (4.6)

6. There is a gross lack of coordination between Irrigation and Agriculture departments, both in planning and execution. This has resulted in the irrigation resources of the country not being fully utilised. It is suggested that Irrigation Department should have special Agricultural Officers to serve as a liaison between the agriculturists and the State Departments of Agriculture, ensuring maximum utilisation of water. (4.7 & 4.8)

Evaluation And Assessment Of Development Work.

1. For evaluating and assessing progress of works and schemes, a small unit has been suggested at the headquarters of the Director of Agriculture. This unit should conduct every year detailed studies of a few schemes. These studies will help in revising procedures and avoid pitfalls. (5.1)

2. The progress made in extending the recommendations of the Research Sections to field practices, should be evaluated by Heads of Research Sections. (5.2)

3. The feeling that officers have discharged their duties once they have completed the specified work or distributed aids such as seeds, fertilisers, implements etc. should be discouraged. An intensive drive to promote follow-up work should be built up through intensified supervision. (5.3)

4. Inspections and supervision seem to have been relegated to the background and deal more with procedures, accounts and irregularities, rather than with technological standards adopted in Demonstrations, Extension etc. Inspections should be purposeful and pre-planned to provide technical guidance and solutions on the spot. It should also be checked up whether earlier advice and instructions given have been acted upon on correct lines. (5.4 & 5.5)

5. A regular system of oral reports from subordinates is recommended, by which senior officers should remain in continuous touch with the progress

of work. Such opportunities should also be utilised by subordinate officers to discuss with their seniors local problems and thus help to keep the work under continuous review. (5.6)

Programme Planning.

1. It has been noticed that gradually and imperceptibly, the propaganda or the extension branch of State Departments of Agriculture was converted into a machinery for executing land development works and for distributing supplies; the principal task of educating the farmers for adopting new methods of cultivation receded into the background. (6.1 to 6.6)

2. The important role which the Agriculture Departments should play in framing policies which contribute to production has been indicated. The knowledge gained through experiments has not been translated into practical field application. It is essential that a "technological balance" is maintained in planning programmes for different areas. (6.7)

3. Adoption of self help programmes, which benefit the small non-credit worthy farmer is recommended. This constitutes supply of small quantities of nucleus seed to villages and organising the farmers for multiplying the seed and exchanging it locally. This process has the advantage of decentralising the work completely. (6.8)

4. For building up soil fertility, a programme of green manuring in irrigated areas and the production of compost in non-irrigated areas should be adopted. Planting of fuel trees and shrubs, for eliminating the conversion of cow dung into fuel for cooking purposes, has been neglected. These three basic items are capable of universal adoption, leaving the department of agriculture free for carrying out their educational programmes. (6.9)

5. Cultivators should be persuaded and helped to own their equipment, individually or cooperatively, for spraying and dusting their crops against insect pests and diseases. (6.10)

6. The Agricultural Department should evolve plans for increasing agricultural production in every village, rather than for executing the targets for distribution of seeds, fertilizers etc. If integrated plans for increasing the production in a village are prepared and executed, the targets prescribed for the Second Five Year Plan will be taken care of automatically. (6.11)

7. The present system of fixing targets state-wise and then breaking them district, tehsil and village-wise is defective, as resources are locked up in the slow moving areas. The locking up of resources in the slow moving areas should be avoided and initially only 50% to 60% of the resources

should be earmarked for an area for utilisation in 4-6 months; additional amounts being given according to actual performance. (6.11)

Budgetting, Sanctions, Procedures and Delegation of Powers.

1. Means must be devised urgently to avoid concentration of expenditure during the last quarter of the financial year. (7.2)

2. The various stages of action from the formulation of schemes to their implementation should be completed more expeditiously and unnecessary references to the Centre and State Finance Departments should be eliminated. Personal discussions among officers should be encouraged. (7.5)

3. Plan Schemes should be taken up immediately on the advent of the financial year and no administrative or financial delays should be allowed to stand in the way of execution. (7.5)

4. The technical and financial scrutiny of schemes should be completed before the financial provision is made in the budget. The schemes should be prepared initially in greater detail and the financial authorities should issue standing instructions indicating the minimum data to be furnished in respect of each scheme. (7.5)

5. A lump sum provision may be made in respect of schemes for which complete and detailed examination cannot be made due to lack of technical data, expenditure sanctions being issued after detailed scrutiny. In respect of schemes spread over a number of years, the issue of administrative and expenditure sanctions during the second and the succeeding years should be regarded as a formality only. (7.6)

6. Once schemes have been included in the budget after proper scrutiny, a second reference to the Finance Department for expenditure sanction before their implementation should not be necessary. (7.7)

7. In the case of Union Territories, after the budgets are voted, sanction for the implementation of schemes has to be given by the Administration concerned through the Home Ministry who again refer to the Administrative Ministries and Finance. This second reference to the Government of India should be dispensed with. (7.13)

8. Organisational improvements such as the posting of an Internal Financial Adviser with powers to take decisions in the State Departments of Agriculture should be undertaken. The officers of the Finance Department responsible for scrutiny and sanction of the schemes should preferably,

have actual experience of formulation and implementation of plan schemes. (7.14)

9. In case a scheme has been sanctioned as a whole, there should be no need to obtain separate sanction of the various component parts of the scheme such as staff, equipment, etc. (7.15)

10. There should be the greatest delegation of powers at all levels from the Director of Agriculture downwards. The powers that could be exercised only by the senior officers should be specified clearly and in respect of matters not so specified, the officer implementing a scheme should be free to operate on his own. The financial powers of officers at all levels should be examined urgently and wherever necessary, revised, keeping in view the general rise in cost of services and commodities and the changing needs of the expanded development programme. Suggestions have been made by the Committee for financial and administrative powers which may be delegated to officers at various levels in the State Agriculture Departments. Steps should be taken to codify all financial and administrative powers delegated. (7.16 to 7.20)

11. Officers taking initative and responsibility should feel that Government trusts them in the exercise of their powers and the delegation of powers should be both in letter and in spirit. Executive instructions which circumscribe normal financial and administrative powers of officers should be issued only after due consideration and for very weighty reasons. A review of all such instructions should be made every six months preferably, by a Committee appointed by the State Governments, with a view to removing them or making them part of the permanent rules where considered absolutely necessary. Temporary restrictions should not be allowed to remain in force for more than six months. (7.21)

12. Each officer should be given as an ad-hoc measure, powers to execute specified schemes for which budget provision has been made even though the expenditure on a particular item may exceed his normal financial powers. (7.22)

13. Indenting departments should be authorised to purchase direct, instead of through the State's Purchasing Organisations, technical stores and stores of petty value, after observing codal formalities. (7.23)

14. Discretionary powers should be given to officers-in-charge of State Transport vehicles engaged on essential food production work to get emergency repair done outside the Departmental workshops, where the interest of the public service justifies it. (7.24)

Supply Procedures.

1. It is generally felt in the States that not only sufficient fertilisers are not being allotted by the Government of India, but the fertilisers allocated from Sindri and other factories are not received by them regularly and in time for application to the crops. **(8.4)**

2. To overcome difficulties and delays in procurement and supply of chemical fertilisers, it is suggested that proper advance planning should be taken up by the Ministry of Food & Agriculture in consultation with the State Governments. **(8.5)**

3. Centrally administered godowns, conveniently situated in several parts of the country should be started to receive and store fertilisers for supply to the consuming centres. **(8.6)**

4. The payment of interest charges to Government of India on short term loans advanced to the States for fertilisers may be deferred till such time as the fertiliser is actually required for use on the land. **(8.6)**

5. Adequate storage facilities for stocking fertilisers are also not available in the States and the number of distributing centres is not sufficient to meet the requirements. **(8.8)**

6. Agricultural Departments should confine their attention only to propagation of improved pedigree seeds. **(8.9)**

7. The quota of iron and steel for agricultural purposes should be increased substantially according to demand made by the States and placed at the disposal of the State Agricultural Departments, who should organise the manufacture of improved agricultural implements for supply ultimately to the cultivators through the Cooperative organisations. **(8.11)**

8. The entire organisation for the supply of fertilisers, improved seeds, insecticides, agricultural implements etc. should be separated from the extension and technical functions of the Agricultural Departments and transferred to the Cooperative Organisations. These agencies may be helped financially in the initial stages, if necessary. **(8.14)**

9. The present system of providing credit does not fulfil the needs of the non-credit worthy cultivators. Government policies should be moulded to the needs of the small cultivators and credit facilities extended to them despite the greater risk involved. **(8.15)**

Model Agricultural Organisation to suit Present Needs.

1. In order to fulfil the expectations of the people in the field of agri-

culture, State Departments should be organised to handle the growing demands of the farmers in an efficient manner. Among other things, the Department should provide facilities for educating and training the farmers, demonstrate better methods of cultivation and disseminate knowledge through audio-visual channels, organise farmers for adopting improved techniques of production and for working together, pick up problems of the farmers and pass them for solution to the research sections and transmit their solutions back to the farmers. (9.1)

2. Agricultural Extension agency should concentrate entirely on educating and organising the farmers to produce more. The Departments of Agriculture should deal with technical knowledge rather than trade in supplies. (9.1)

3. It is suggested that in States, the feasibility of the portfolio of Agriculture and Irrigation being held by one Minister should be considered. This will ensure rapid progress. There may be two Secretaries under the Minister for Agriculture; one for Agriculture dealing with Agriculture, Land Reclamation, Soil Conservation (in agricultural lands). Animal Husbandry and Veterinary Science and the other for Irrigation, Forests (including soil conservation in forest areas), Cooperation and Agricultural Marketing. (9.2)

4. Frequent changes in Ministers and Secretaries should be avoided, as these dislocate the execution of work. (9.2)

5. It is suggested that Minor Irrigation Works, costing not more than Rs. 10,000 should be handled by the Community Development agency; works costing above Rs. 10,000 but not more than Rs. 80,000 may be handled by the Agricultural department and those costing even more may be handled by the Irrigation Department. (9.3)

6. It is recommended that a Works Division be set up within the Directorate of Agriculture under a Joint Director of Land Development with full powers of a Superintending Engineer. This will ensure speedy implementation of minor irrigation and building programmes within the Agriculture sector. A Research Division for agricultural implements and machinery should also be added to this circle. (9.4)

7. Soil Conservation of agricultural lands should be the function of the Agriculture Department and in forest areas of the Forest Department and no independent Soil Conservation Department should be allowed to spring up. (9.5)

8. A separate Land Development Wing is also required in the Department of Agriculture to look after land reclamation, minor irrigation, flood control, soil conservation and drainage. As already mentioned, this Wing

should be under the charge of the Joint Director for Land Development, and should also deal with agricultural machinery and implements. **(9.5)**

9. The Director of Agriculture should be further assisted by Joint Directors in charge of Extension, and Research and Education. A Deputy Director may be necessary to help the Joint Director of Research and Education depending upon the volume of work. **(9.6)**

10. There should be a Deputy Director (Farm Management) under the Joint Director for Extension who should be fully responsible for running all the Agricultural Farms, including a large number of Seed Farms established recently. **(9.6)**

11. The Joint Director of Extension should be assisted by, at least, four Extension Subject Matter Specialists in Agronomy, Plant Protection, Soils and Soil Fertility, and Horticulture and any other subject depending upon local conditions. **(9.7)**

12. At the headquarters of the Director of Agriculture and subordinate to him, there should be an Administrative Officer and a Budget and Accounts Officer to relieve the executive officers from routine administrative and accounts matters. Smaller States may combine the two posts and have one administrative and accounts officer. **(9.9)**

13. There should be a Progress and Evaluation Officer, assisted by a small unit of staff for the continuous evaluation of programmes and collection of development statistics. This unit is intended to function as the eyes and ears of the State Department of Agriculture with respect to all schemes. **(9.10)**

14. The Extension Specialists at the headquarters of the Director of Agriculture should be assisted by similar Specialists at the District level and ultimately at the Block level also. These Extension Specialists should belong to the research sections. **(9.11 & 9.12)**

15. The work load in districts where there would be more than 12-15 blocks justifies the appointment of Sub-Divisional Agricultural Officers. An experienced Deputy Director can guide work in 100-125 Blocks, while a District Agricultural Officer of 3-4 Sub-Divisional Officers looking after 10-12 Blocks each. In this case the District Agricultural Officer should be in Class I cadre and the Deputy Directors should be included in selection grade corresponding to Superintending Engineers. **(9.13)**

16. Until the Supply functions are transferred from the Department of Agriculture to other appropriate agencies such as, Cooperative, District Agricultural Officers and the Deputy Directors should be provided with

gazetted Personal Assistants to relieve them of routine accounts, bills and supply work.

(9.14)

17. The Farm Advisory Service to be fully effective should be supported by an Agricultural Information Service consisting of trained staff specialising in mass communication methods. It is important that agricultural information work should be distinguished from publicity and propaganda work which is the normal function of the Information and Publicity Department of a State.

(9.15 & 9.16)

Organisation for Agricultural Research and Education.

1. The total research programme under way at present is not considered adequate to meet the needs and the demand for improved agricultural materials and practices in the country. (10.1)

2. There is a clear necessity for establishing major Research Stations for serving the needs of each agro-climatic region. These research stations should have a suitable complement of plant breeders, soil scientists, entomologists, mycologists, agronomists and horticulturists. Ultimately, agricultural colleges and training centres should be built up around these major research stations. Subject-matter Specialists working at district stations should frequently visit the regional stations. The expenditure incurred should bear some relation to the area and importance of the crop in the region. (10.2 & 10.3)

3. At least one of the Regional Stations should be developed into a first rate post-graduate training institution, with tripartite organisation for research, education and extension. There should be one Principal or Dean for education and research and two Deputies, one for education and one for research where the regional research station and the agricultural college are both located at one place. (10.4)

4. Agricultural Colleges and Research Institutes should organise two separate sections for research and teaching in the fields of Agricultural Extension and Agricultural Economics. (10.5 to 10.7)

5. Each district should have one Vocational School of Agriculture, imparting practical training in agriculture, extending over a period of two years for those who have passed the Secondary examination. (10.8)

6. Short duration courses and Hostel facilities should be provided for the farmers who come for training in the district schools. These schools should be under the charge of Regional Deputy Directors of Extension but,

under the over-all control of the Dean or Principal of the Agricultural College of the region. **(10.9 & 10.10)**

7. Close coordination between research, education and extension branches should be maintained through a system of annual conferences held at the major research stations which should be attended by all officers working in the region. Similar meetings should be held at District level once in three or four months. **(10.11)**

8. To relieve the research staff from administrative and accounts work, there should be properly trained administrative and accounts staff, who should take full responsibility in these matters. **(10.12)**

9. The talents of retired Specialists who have settled down in different parts of the country should be utilised by associating them with research institutions or with local supervision of schemes. **(10.13)**

APPENDICES

APPENDIX I

No. 3-35/57-GMF (Co)

Government of India

MINISTRY OF FOOD & AGRICULTURE

(Department of Agriculture)

New Delhi, the 28th February, 1958

From

Shri P.N. Thapar, I.C.S.,
Secretary to the Govt. of India.

To

All the State Governments/Union Territories.

Sir,

I am directed to say that the Conference of State Ministers of Agriculture held in Srinagar in October, 1957, while making a general review of the progress made in agricultural production, observed that serious delays in the execution of several agricultural production schemes in the States are due to administrative complexities and over-centralisation of financial sanctions. The Conference accordingly suggested that the Central Government should set up a Committee consisting of experts and administrators, both from the Central and the State Governments which should visit 4 or 5 States and recommend for the consideration of the State Governments a model agricultural organisation in the States as well as measures for the delegation of powers to agricultural officers at the State, District and Block levels. The Government of India have accepted this recommendation and have decided to constitute a Committee for this purpose.

2. The composition of the Committee is as follows:—

(1) Raja Surendra Singh, Adviser, Agricultural Production, Ministry of Food & Agriculture. ... Chairman

(2) Dr. R. J. Kalamkar, Additional Agricultural Commissioner, Indian Council of Agricultural Research. ... Member

(3) Dr. J.S. Patel, Adviser (Agriculture), Ministry of Community Development. ... Member

(4) Mr. M.L. Wilson, Ford Foundation, New Delhi ... Member

(5) Shri K. Sachidanandam, Deputy Secretary, Department of Expenditure, Ministry of Finance. ... Member

(6) Dr. R.N. Mathur, Deputy Agricultural Commissioner, Department of Agriculture, Ministry of Food & Agriculture ... Member-Secretary

3. The Committee will co-opt as additional members, the Secretary to Government in-charge of Agriculture, the Director of Agriculture and the Registrar of Co-operative Societies of the States which they visit in connection with the Committee's work.

4. The terms of reference of the Committee will be:—

(*i*) To suggest simplification of administrative and financial procedures in order to expedite the implementation of agricultural production schemes; and

(*ii*) To suggest a model agricultural organisation in the States, along with suggestions for delegation of suitable powers at various levels in the States, so that agricultural production schemes may be carried out speedily.

5. The Committee will decide its own working procedure but will visit at least five to six representative States and examine the problem in detail. It is expected to report by September 1958.

6. It is requested that the Committee may kindly be given all the facilities necessary for discharging the duties entrusted to it. The Committee will correspond directly with the State Governments and Central Ministries/Departments for obtaining information/documents and for arranging its tour programmes. All the correspondenced meant for the Committee should be sent to the Member-Secretary of the Committee (Dr. R.N. Mathur, Room No. 300A, Second Floor), Multi-storeyed Building, Queen Victoria Road, New Delhi.

Yours faithfully,
Sd/- P.N. Thapar
Secretary to the Govt. of India.

Copy to all Central Ministries/Departments.
Copy to:-

1. All Central Ministries and Departments (including Cabinet Secretariat and Prime Minister's Secretariat).

2.
3.
4.
5.
6.
7.

(2–7) Chairman and Members of the Committee as shown in the letter.

8. Directorate of E. &S. (Dr. S.R. Sen) (5 copies)
9. Directorate of Publicity (2 copies)
10. All Officers/Advisers in the Ministry.
11. All Sections in the Ministry.
12. All Attached and Subordinate Offices.
13. G.M.F.(Co) Section (50 copies).
14. Guard File.

By order,
Sd/- K.C. CHETTY
Deputy Secretary.

APPENDIX II

Copy of the D.O. letter No. 23/APA/58 dated 11th, March, 1958 from Raja Surendra Singh, Agricultural Production Adviser, to Shri P.N. Thapar, ICS., Secretary to the Govt. of India, Ministry of Food & Agriculture, Department of Agriculture, New Delhi.

My dear Shri Thapar,

You would be glad to know that the first meeting of the Committee appointed in your letter No. 3-35/37-G.M.F. (Co) dated 28th February, 1958 addressed to all the State Governments was held on 8th March, 1958. We discussed general matters concerning procedure to be followed and chalked out a tentative programme for the Committee. A draft questionnaire to be issued to the State Governments was considered at some length. I hope to finalise the questionnaire in a day or two.

2. There was some discussion on the terms of reference of the Committee and whether the Committee was called upon to also examine the working of Departments allied to Agriculture, e.g., Animal Husbandry & Forests in the States while suggesting model agricultural organisation for them. Considered in the background of the first paragraph of your letter to the State Govts., which refers to delays in the execution of Agricultural Production schemes only, is it to be presumed that an examination of such departments is outside the purview of the Committee.

Copy of the D.O. letter No. 3-35/57-GMF (Co) dated 12th, April, 1958 from Shri Krishan Chand, ICS, Joint Secretary, to Raja Surendra Singh of Nalagarh, Agricultural Production Adviser, Ministry of Food & Agriculture, New Delhi.

Dear Raja Saheb,

Will you kindly refer to your D. O. letter No. 23/APA/58, dated 11th March, 1958, regarding terms of reference of the Nalagarh Committee?

2. I am desired to say that the Committee need not go into the working of Animal Husbandry and Forest Departments of States as this is likely to delay the final report of the Committee since the procedures will require close examination and may differ from those prevailing in the Agriculture Department. Once the report of your Committee is received, an examination could be made if the recommendations in respect of agricultural production programmes could apply also to Animal Husbandry and Forest Departments in matters of delegation of financial and administrative powers.

APPENDIX III

NALAGARH COMMITTEE

MINISTRY OF FOOD AND AGRICULTURE

(*Department Of Agriculture*)

Government Of India

NEW DELHI-2

QUESTIONNAIRE

15*th March*, 1958

NOTE

Replies may kindly be sent by 14th April, 1958 latest to Dr. R.N. Mathur, Deputy Agricultural Commissioner and Member-Secretary of the Committee, Ministry of Food & Agriculture, Queen Victoria Road, New Delhi-2.

Telegrams :	..	CARE AGRINDIA
Telephone :	...	Office — 46070 Residence — 33392

QUESTIONNAIRE

1. What are the functions of the State Agriculture Department as a whole, and of the officers and staff employed at different levels in the Department?

2. What is the present set up of the State Agriculture Department with regard to Development, Research and Education and any other activities falling within the jurisdiction of the State Agriculture Department?

3. Is the present set up suited to the present day requirements, especially taking into consideration the targets fixed for the Second Five Year Plan? If not, what improvements would you suggest in the set up.

4. Do you visualise any change in the functions of the State Department of Agriculture? If so, in what manner.

5. What is your conception of an ideal Department of Agriculture, taking into consideration the present day requirements of your State?

6. Is the Head of Department fully effective in the Department under his control? If not, state reasons and what more powers he would need for making himself fully effective?

7. Briefly describe all the agricultural schemes included in the Second Five Year Plan Period giving,

(a) their physical and financial targets and achievements from year to year; and

(b) the targets and actual achievements from year to year in terms of food production wherever such targets have been fixed.

8. In case there is a gap between the targets and achievements in any year, kindly give reasons.

9. Can this gap be ascribed to,

(a) administrative delays and/or complexities;

(b) lack of delegation of administrative or financial powers at any level;

(c) any other reasons.

Kindly give details.

10. Have any bottlenecks been experienced in the implementation of different agricultural production schemes? Kindly give particulars with reference to the agricultural production schemes under the following headings:-

(i) Reclamation of land including eradication of weeds.

(ii) Soil Conservation Schemes.

(iii) Minor Irrigation Schemes.

- (a) construction of wells
- (b) boring and sinking of tubewells in private lands
- (c) construction of private irrigation channels and small minor irrigation works
- (d) installation of persian wheels, pumping sets and other water lifts on private works
- (e) schemes for construction of State-managed tubewells
- (f) schemes for the construction of community tanks and other minor irrigation works
- (g) schemes for the protection of land against flood
- (h) schemes for drainage of land.

(iv) Seed Schemes.

- (a) establishment of seed farms
- (b) multiplication procedures
- (c) Seed purchase, storage and distribution procedures.

(v) Fertiliser Schemes.

- (a) Procurement and transport of fertilisers
- (b) Storage and distribution of fertilisers
- (c) Provision of credit for fertilisers.

(vi) Organic Manure Schemes.

- (a) Town compost
- (b) Village compost including night soil compost scheme for the Panchayats
- (c) use of green manures including the seeds of green manures.

(vii) Special Crop Development Schemes.

- (a) Horticulture Development
- (b) Cotton Development
- (c) Oilseeds Development
- (d) Jute Development
- (e) Development of other crops.

(viii) Plant Protection Schemes.

(ix) Agricultural Implements Schemes—manufacture, purchase, storage and sale of agricultural implements.

(x) Agricultural Extension Schemes.

- (a) Demonstrations, demonstration equipment materials etc.
- (b) Agricultural information materials.

(xi) Bottlenecks connected with Farm Management.

(xii) Bottlenecks connected with agricultural research.

(xiii) Bottlenecks connected with agricultural education.

(xiv) Any others not covered by above.

11. Is there too much paper work in your opinion? If so, kindly give your suggestions for improving the situation.

12. What are the main reasons for the delay in the execution of schemes in the agriculture sector of your State's Second Plan? Kindly give instances of such delays.

13. What difficulties or delays have the State Governments experienced while referring and obtaining sanction of their schemes to,

(*a*) the Central Ministry of Food & Agriculture,

(*b*) the Planning Commission, and

(*c*) other Ministries or Departments within the State itself.

14. What are the administrative and financial powers of the Head of Department, Regional and Sectional Officers, Principal, District Agricultural Officer, Farm Superintendents etc. in the Agriculture Department?

15. Has the State felt any marked centralisation of administrative and/or financial powers as being responsible for delay in the execution of plan schemes? If so, at what level and, whether the State Government has considered decentralisation of such powers at secretariat, head of department, district and block levels. Please give details.

16. After the passage of the State budget at the commencement of the financial year, do 'spending' departments have to resubmit their schemes for administrative and financial sanction before the actual execution of the schemes can be taken up?

17. Has the State Government formed any Committee of Heads of Departments to meet regularly and discuss the progress of plan schemes and investigate and iron out the causes for delay in execution of such schemes? If so, with what success.

18. Does the State Government have any co-ordinating body to check the progress of plan schemes in the agriculture sector when such schemes are interlinked with schemes outside the sector?

19. What system is followed in the State to check the progress of plan schemes at regular intervals?

20. What State Government Departments, other than those of the agriculture sector, are involved in executing partly or wholly schemes within the agriculture sector? What system is exercised to check the progress of each schemed or works?

21. What steps have the State Government taken to lay proper emphasis on Agricultural programmes in C.P. and N.E.S. areas?

22. What direct responsibility and authority is exercised by the officers of the Agriculture Department of the State over the working of Agricultural programmes in C.D. & N.E.S. areas?

23. Describe the manner in which co-ordination is secured in the working of the Agriculture and Community Development Department at various levels.

24. Have you any suggestions to make with regard to improving this co-ordination at various levels? Will delegation of administrative and/or financial powers help in an effective manner in securing co-ordination and smooth working of the two Departments? If so, how?

25. What steps have the State Government taken to fix agricultural food production targets at District, Tehsil, Block and Village levels?

26. What non-official agencies are at present in existence in your State for assisting in implementation of the Agricultural programme?

27. What functions do they perform and in what manner ?

28. What are the State Government's views on the usefulness of these bodies ? How can they be made more effective?

29. Is there any co-ordinating machinery between Agriculture and Consolidation Departments of your State? How are priorities fixed in the matter of selection of areas for consolidation of holdings and other related matters?

30. Has the State Government taken any steps to extend Rural Credit facilities to cultivators who individually are not in a position to offer the necessary security for the grant of loan? If so, how?

31. (*i*) It is sometimes alleged that the demand for loan from cultivators is not met fully or partially and a large majority of cultivators cannot obtain loans. How far is this justified?

(*ii*) Have any measures been adopted to remedy the situation?

(*iii*) What steps should be taken to liberalise the existing system?

32. Please describe briefly the legislation introduced in the State during the last five years for assisting food production.

33. Do you consider any further legislation desirable or necessary for increasing food production in your State?

34. What percentage of the staff employed in the agriculture sector is serving on a temporary basis?

35. (*i*) How do the pay scales of your Agriculture Department employees compare with parallel appointments in other departments?

(*ii*) Do the existing scales of pay in the Agriculture Department militate against your getting suitable staff? If so, in what manner?

36. For recruitment of field workers does the State Government make it necessary for the candidate to have an agricultural background?

37. Among how many Ministers and Secretaries are your State Departments of Agriculture, Animal Husbandry, Cooperation, Forests, Fisheries, C.P. & N.E.S. divided? Has the State Government ever considered a proposal to group these allied Departments under one Secretary and one Minister?

38. Has the problem of absence of or lack of delegation of powers of administrative and financial nature been examined previously by any Committee in your State? If so, a copy of their report may be forwarded.

39. Have any of their recommendations been implemented so far? If so, give details as far as (*a*) Agriculture Department (*b*) other Development Departments are concerned.

40. Are the responsibilities attached to different category of posts in the Agriculture and Community Development Department been clearly defined with respect to the schemes now in operation? If so, details may be given with respect to each category of posts.

41. How far has the absence or lack of delegation of powers stood in the discharge of these responsibilities? Can you suggest any improvements?

42. If further powers are delegated, do you think any addition can also be made to the responsibilities of the staff employed at different levels, which may lead to the speeding of the work or increasing the targets? Your suggestion may please be made with respect to all the agricultural schemes.

43. Enumerate the measures which should be adopted in your State for increasing production of food crops, giving the present yield and the additional yield possible under field conditions by the adoption of the measures suggested.

44. How far have these measures been adopted in the State? Give a comparative statement of the annual expenditure incurred at present on these measures. If more finances are available, what are your suggestions for increasing yield of crops through the application of one or more of the measures suggested by you?

45. Do you consider that any change of emphasis is warranted within the agricultural production schemes now adopted in your State? If so, in what manner.

46. Have any special measures been taken to ensure progress in such areas of the State where concentration of effort is possible, such as areas where irrigation facilities exist ?

APPENDIX IV

Number of posts in different categories in some selected State Departments of Agriculture showing the proportion of Temporary Posts.

State	Selection grade posts.		Class I Posts		II Posts	
	Total No. of posts.	% of temporary posts.	Total No. of posts.	% of temporary posts.	Total No. of posts.	% of temporary posts.
1. Andhra Pradesh	5	67	27	37	190	66
2. Assam	5	40	21	47	70	54
3. Bihar	10	50	63	41	230 (Senior)	56
4. Bombay	Nil		64	51	325	72
5. Kerala	Nil		7	86	13	100
6. Madhya Pradesh	1	Nil	49	27	177	46
7. Orissa	Nil		17	29	87	69
8. Punjab	2	100	27	33	94	56
9. U.P.	Nil		40	17	189	49
10. West Bengal	Nil		23	18	71	41

APPENDIX V

Statement showing disparity in pay scales of officers of Agriculture Departments in different States as compared to their counterparts in other Departments.

Designation of post	*Range in pay scales*	
	Minimum	*Maximum*
	Rs.	Rs.
A. **State level.**		
1. Director of Agriculture	600—900 (Kerala)	1800—2000 (Bombay)
2. Chief Engineer (Irrigation)	1200—1500 (Assam)	2000—2250 (Punjab)
3. Director of Health Services	1000—1500 (Assam)	1300—2000 (Bihar)
4. Commissioner of Division	2250 (All States)	
5. Deputy Commissioner	800—1800 (All States)	
B. **Regional level.**		
1. Deputy Director of Agriculture	250—750 (Assam)	500—1200 (U. P.)
2. Superintending Engineer	800—1150 (Assam)	1500—1750 (Punjab)
3. Executive Engineer	600—900 (Assam)	625—1275 (Punjab)
4. Deputy Director of Public Instruction	350—1000 (Bihar)	800—1150 (Assam)
5. Deputy Director of Health	350—1000 (Bihar)	350—1200 (Punjab)
6. Deputy Conservator of Forest	350—1100 (Bombay)	1000—1600 (Bihar)
C. **District level.**		
1. District Agricultural Officer	200—500 (Assam)	250—850 (U. P.)
2. Assistant Engineer	225—600 (Assam)	300—850 (U. P.)

3. Inspector of Schools	250—750 (Punjab)	350—1100 (Bombay)
4. District Health Officer	250—600 (Assam)	350—850 (Bihar)
5. Assistant Conservator of Forest	250—750 (Assam)	350—1000 (Bihar)
6. Deputy Collectors	220—800 (Bihar)	300—700 (Madras)

D. **Sub-Divisional level.**

1. Agriculture Inspector	80—200 (Bombay)	150—300 (Assam)
2. Assistant Inspector of School	70—200 (Bombay)	200—750 (Bihar)
3. Medical Officer	200—450 (Bihar)	220—650 (Bombay)
4. Mamlatdars; Tahsildar	160—300 (Bihar)	420—500 Selection Grade (Bombay)

APPENDIX VI

Comparative Statement of Pay Scales in Agriculture and other Departments in some selected States.

DESIGNATION.	ASSAM	BIHAR	BOMBAY	MADRAS	PUNJAB
	1	2	3	4	5
(a) State level.	Rs.	Rs.	Rs.	Rs.	Rs.
1. Director of Agriculture	1000—1500	1300—2000	1800—2000	1200—1400	1700—2000
2. Director of Public Instructions	1000—1500	1300—2000	1300—1600	1500—1800	1800—2000
3. Director of Health Services	1000—1500	1300—2000	1600—1800	1000—1500	—
4. Chief Engineer (Irrigation)	1200—1500	1300—2000	1300—1600	1500—1800	2000—2250
5. Commissioner.	—	2250	2250	2250	2250
6. Dy. Commissioner (Senior IAS Scale)	800—1800	800—1800	800—1800	800—1800	800—1800
(b) Regional level.					
1. Deputy Director of Agriculture	250—750	350—1000	300—1100 (Plus 150 Spl. pay Superintending Agriculture Officer)	420— 750	250—1200
2. Deputy Director Public Instructions	800—1150	350—1000 (Inspector of School)	350—1100	600—1000 (Plus 50 Spl. Pay)	350—1200

3. Deputy Director of Health	*600—1000	350—1000 (Assistant Director)	350—1100 (Assistant Director)	600—1000 (Assistant Director)	350—1200
4. Superintending Engineer	800—1150	1000—1600	1300—1600	—	1500—1750
5. Deputy Conservator of Forest	800—1150	1000—1600	350—1100	1000—1200 (Conservator)	—
(c) **District level.**					
1. District Agricultural Officer	200—500	200—750	200—650	230—700	250—750
2. Inspector of Schools	250—800	350—1000 (Distt. Educational Officer)	350—1100	300—800 Gr. I (Distt. Educational Officer) 230—500 Gr. II	250—750
3. District Health Officer	250—600	*350—850 (Civil Surgeon)	350—740	—	—
4. Executive Engineer	600—900	600—1150	500—1100	800—1000 (Spl. Gr.) 500—850 (Ordy. Gr.)	625—1275
5. Asstt. Conservator of Forest	250—750	350—1000	220—650	300—700	
6. Provincial Civil Services Deputy Collectors and Magistrates	—	800—1150 (Selection Grade) 200—800 (Others)	695—875	300—500 (Selection Grade) 300—700 (Others)	300—850
(d) **Sub-Divisional level.**					
Agricultural Inspector	150—300	125—250	80—200	135—270	100—300

	1	2	3	4	5
			(Agricultural Officer)	(Demonstrator)	
2. Assistant Inspector Schools	200— 600	200— 750	70— 200	165— 245 (Dy. Inspector School)	110— 250
3. Medical Officer	—	*200— 450 (Asstt. Surgeon)	220— 650	—	—
4. Assistant Engineer	200— 500	220— 750	220— 650 (Dy. Engineer)	260— 500	250— 750
5. Sub-Divisional Services Mamlatdars		A. 160— 300 B. 210— 340	(*i*) Selection Grade 420—20—500 (*ii*) First Grade 340—15—400 (*iii*) Second Grade 250—15—325		

*(Private Practice allowed)

APPENDIX VII

Comparative Statement of Pay Scales in the Departments of Agriculture in some selected States.

	ASSAM	BIHAR	BOMBAY	MADRAS	PUNJAB	U.P.
	1	2	3	4	5	6
A. Headquarters level.						
1. Director of Agriculture	1000-60-1300-EB-50-1500	1300-100-2000	1800-100-2000	1200-100/2-1400 or I.A.S. Grade Pay	1700-100-2000	1500-50-1700
2. Addl. Director of Agriculture	800-50-1000-EB-50-1150	1300-75-1600 (Dir. of Research).	1300-60-1600	1200-100-1400	No Post	1500-50-1700
3. Joint Director of Agriculture	800-50-1000-EB-50-1150	800-50-1000-60-1300-50-1800 (I.A.S. Scale).	—	800-100/2-1000	No Post	—
4. Directors of Extension, Soil Conservation & Education	—	800-35-1150 plus special pay Rs. 200/-.	—	—	—	—
B. Regional level.						
1. Superintending Agriculture Officer	—	—	300-350-30-650-EB-45-1100 plus special Pay Rs. 150/-	—	—	—
2. Dy. Director of Agriculture	250-25-400-EB-450-30-600-EB-750 (Promoted officers start at 350/-)	350-25-650-EB-35-1000.	300-350-30-650-EB-45-1100	420-40/2-500-50/2-750	350-40-750-40-950-50-1200. (Selection Grade 1250-50-1500)	500-50-1000-EB-50-1200 (S.P. Rs. 100/- attached to some posts)

	ASSAM	BIHAR	BOMBAY	MADRAS	PUNJAB	U.P.
	1	2	3	4	5	6
3. Agriculture Engineer	250-25-400-EB-25-450-30-600-EB-30-750 (Promoted officers start at Rs. 350/-)	350-35-650-EB-35-1000.	200-220-15-400-EB-20-500-EB-25-650	420-40/2-500-50/2-750	250-25-550-25-750	500-50-1000-EB-50-1200
4. Agrl. Chemists, Econ. Botanist, Entomologist etc.	250-25-400-EB-25-450-30-600-EB-30-750. (Promoted officers start at Rs. 350/-.)	350-25-650-EB-35-1000	300-350-30-650-EB-45-1100	420-40/2-500-50/2-750 (Research Officers)	350-40-750-40-950-50-1200	500-50-1000-EB-50-1200
C. **District level.**						
1. Distt. Agrl. Officers	200-20-300-25-400-EB-25-500	220-25-320-EB-25-670-EB-20-750	200-220-15-400-EB-20-500-EB-25-650	230-30/2-260-40/2-500-50/2-700	250-25-550/25-750	250-25-400-EB-30-700-EB-50-850
2. Asstt. Chemist, Asstt. Eco. Botanist, Asstt. Director of Agrl. etc.	200-20-300-25-400-EB-25-500	—	—	—	350-25-500-30-450	250-25-400-EB-30-700-EB-50-850
D. **Sub-Divisional & Village level.**						
1. Agricultural Inspectors	(*i*) 150-7½-180-9-270-EB-10-300. (Agri. Graduate)	125-8-205-EB-9-250.(For Agricultural graduates)	Grade I. 210-10-300. (Agrl. Officer)	No Post	100-10-200-10-300	120-6-120-10-250

	(*ii*) 125-7½-155-9-245-EB-10-275. (Non-Agri. Graduate)		Grade II. 80-5-100-8-140-EB-10-200. (Starting pay Rs. 100. Agrl. Officer)			
2. Agricultural Demonstrators	(*i*) 60-2-80-EB-2½-100. (For trained Demonstrators)	125-8-205-EB-9-250. (For Agricultural graduates)	—	135-5-170-10-270	—	75-5-120-(Supervisor)
	(*ii*) 55-1-65-EB-2½-80. (For un-trained Demonstrators)					
E. **Education.**						
1. Principal of Agriculture College	500-50/2-600-50-1000	800-35-1150.	300-350-30-650-EB-45-1100. (Special Pay Rs. 100/)	800-100/2-1000	800-50-1300	1050-50-1300 Same for crop Physiologist
2. Vice Principal	250-260-280-(Conf)-20-400-EB-20-600-EB-25-750	350-25-650-EB-35-1000 (Spl. pay Rs. 150/-.)	—	420-40/2-500-50/2-750	No Post	—
3. Professor of Agriculture	250-260-280-(Conf)-20-400-EB-20-600-EB-25-750	350-25-650-EB-35-1000	Class I 300-350-30-650-EB-45-1100 Class II 200-220-15-400-EB-20-500-EB-25-650	600-75/2-900	350-40-750-40-950-50-1200	700-40-900-EB-50-10

	ASSAM	BIHAR	BOMBAY	MADRAS	PUNJAB	U.P.
	1	2	3	4	5	6
4. Asstt. Professors	—	220-25-320-EB-25-670-EB-20-750	—	420-40/2-500-50/2-750. (Readers)	250-25-550-25-750	—
5. Lecturers	200-225-250-(Conf)-10-300-EB-15-390-EB-15-450	—	200-220-15-400-EB-20-500-EB-25-650 for class II 210-10-300 for post in Subordinate Service	230-30/2-260-40/2-500-50/2-700	100-10-200-10-300	200-10-310-EB 14-450

APPENDIX VIII

No. Plan 5/2/57

Government of India

PLANNING COMMISSION

New Delhi, 12*th May*, 1958.

From

Shri Nawab Singh, ICS.,

Secretary, Planning Commission.

To,

All State Governments.

Subject : Procedure for Central assistance for State Plans and Centrally sponsored schemes during 1958-59.

Sir,

I am directed to enclose a copy of the Ministry of Finance (Department of Economic Affairs) letter No. F 2 (17)-P II/58 dated May 12, 1958 regarding the release of Central assistance for Plan schemes.

2. The Planning Commission proposes that the following procedure be adopted by the various Ministries of the Government of India for the final release of the assistance promised for State Plan schemes executed by the States.

3. Following the discussions relating to the Annual Plan, the Planning Commission has received from the State Governments their proposals for the total outlay and its distribution under the State Plan for 1958-59. The concurrence of the Planning Commission to the proposals of the State Government has already been conveyed except in a few instances, where the Planning Commission has offered comments or suggestions in the light of which the State Government have been requested to finalise their proposals for total outlay and its distribution under different heads. The State Planning Department is requested to furnish to the Planning Commission in the form in Annexure II a list of development schemes to be implemented during 1958-59. This list which should be cleared with the State Finance Department, should reach the Planning Commission by the end of June 1958. Extracts from this list should be sent simultaneously to the Central Ministries concerned to keep them informed of the schemes proposed to be implemented.

4. In the past, Central Ministries have frequently issued specific sanctions to schemes included in State Plans for which Central assistance

was made available. It is proposed that these schemes should be sanctioned by the State Governments under their normal procedure and that no financial sanctions as such should issue from the Centre. In respect of new projects or new categories of schemes (as distinct from continuing schemes), however, the following existing arrangements will continue :-

(*i*) In the case of irrigation and power projects, before work is commenced on new projects, they are examined and accepted by the Planning Commission's Advisory Committee on Irrigation and Power Projects;

(*ii*) Schemes for industrial housing and slum clearance are reviewed from the technical aspect by the Ministry of Works, Housing & Supply before they are implemented;

(*iii*) For certain programmes the Central Government have set up special Boards or other agencies. These are :

(*a*) For different branches of small industry, the Handloom Board, the Small-scale Industries Board, the Handicrafts Boards, the Coir Board, and the Silk Board;

(*b*) For schemes of co operative development other than co-operative farming and cooperative training; the National Cooperative and Warehousing Board; and

(*c*) For technical education; the All-India Council of Technical Education.

The procedures prescribed by these organisations in consultation with the Central Ministries concerned for receiving schemes and giving technical approval to them will not be affected by the terms of this letter except in so far as these relate to the grant of ways and means advances and the final payment sanctions for the year. It may be added that the schemes of the Khadi and Village Industries Commission are altogether outside the purview of this letter.

(*iv*) Where, during the Annual Plan discussions, a scheme is included *provisionally* subject to further technical consideration; or a financial allocation is made, leaving the precise scheme to be undertaken to be specified later, it is expected that the scheme will be taken up only after the steps envisaged have been gone through in consultation with the Planning Commission or the Central Ministry concerned as the case may be.

5. With a view to simplifying the procedure relating to Central assistance, it was agreed in the State Finance Ministers' Conference, which was held in November, 1957, that development schemes under each head might be arranged suitably in groups. Annexure I sets out the groups in

which schemes under different heads for which Central assistance has been or may be communicated may be arranged. While the total amount of assistance to be intimated to State Governments is estimated with reference to individual schemes and the patterns of assistance for them, the intention is that once the State Governments have been informed of the amounts of loans and grants available for the State plans, the final sanctions of payments should be related to the groups specified in column 3 of Annexure I. Within a group the State Government will be free to regulate the expenditure on the schemes without reference to the Central Government. Where the total expenditure under one group is proposed to be covered by reduction of expenditure in another group under the same head of development, the concurrence of the Central Ministry concerned should be obtained and the Planning Commission kept informed. Similarly, where the same Central Ministry is concerned with more than one head of development adjustments between them may be made in consultation with the Ministry with advice to the Planning Commission. Where such adjustments are considered necessary as between one Ministry and another, the concurrence of the Planning Commission should be obtained, a copy of the proposal being sent simultaneously to the Ministries concerned.

The final release of funds will be calculated with reference to the proportion of the assistance under loans and grants intimated by the State Government in respect of a group and the total expenditure for the year estimated with reference to that group. Thus, if for a group of schemes the total outlay accepted is Rs. 100 lakhs, of which Central grants amount to Rs. 25 lakhs and Central loans to Rs. 50 lakhs while Rs. 25 lakhs are to be contributed by the State Government, grants and loans will be given at 25% and 50% respectively of the total expenditure as worked out in para 6 below. These payments will be authorised by the Central Ministries concerned by the issue of payment sanctions to the appropriate Accountant General. It is proposed to work out a statement for each State Plan showing the total outlay for groups of schemes as specified in Annexure I along with the total amount by way of loans and grants to be shown against that group.

6. The State Government is requested to forward to the Planning Commission, with extracts to the Central Ministries concerned and copy to the Finance Ministry, Department of Economic Affairs, a quarterly statement giving the total expenditure as recorded in the departmental books under each sub-head indicated in Annexure I. The statements for the two quarters ending June and September may kindly be sent to the Planning Commission by the 15th August and the 15th November, res-

pectively. The statement for the quarter ending December may please be sent by the end of January. This will facilitate the issue of the payment sanctions, although it is appreciated that special arrangements will have to be made by the State Government to obtain the necessary information. The quarterly statements will show both expenditure in the quarter and the cumulative expenditure. The statement for the third quarter will also indicate the anticipated expenditure for the last quarter of the year. This last figure has to be worked out with reference to the progress of expenditure up to December and a realistic estimate of expenditure for the last quarter. On receipt of the statements scheduled for January, the administrative Ministries will sanction the final payments of grants and loans. The Accountant General will clear the ways and means advances given by the Finance Ministry outstanding against the State and credit the difference, if any, in cash to the State Government.

7. As the final payments mentioned in para 5 in each year will be made partly with reference to the estimated expenditure in the last quarter, they will be subject to final adjustment in the following year in the light of the actual expenditure for the year as a whole.

8. The procedure described above applies to State Plan schemes. The only difference in respect of Centrally sponsored schemes is that these schemes require specific approval from the administrative Ministries concerned. It is proposed that in respect of Centrally sponsored schemes which entail a total cost of less than Rs. 25 lakhs over the plan period or of Rs. 10 lakhs during the year, the Central Ministries should accord their approval on the basis of a statement from the administrative Department concerned in the State to the effect that the schemes have been accepted for financial sanction by the State Finance Department. For schemes costing more than the amounts mentioned above, the Central Ministries will intimate their approval after the necessary scrutiny. In either case, it is requested that States will kindly ensure that sufficient information is made available to enable the Ministries to judge that the schemes to be implemented follow the lines approved.

Yours faithfully,

Sd./ Tarlok Singh
for Secretary, Planning Commission

No. Plan 5/2/57

Dated, the 12*th May*, 1958

Copy forwarded to :

(1) Finance Secretaries to all State Governments.

(2) All Ministries of the Government of India.

Sd./ D.K. Malhotra,
for Secretary, Planning Commission.

ANNEXURE I

HEADS OF DEVELOPMENT AND GROUPS IN WHICH SCHEMES ARE ARRANGED

Central Ministry	Head of Development	Groups	Total cost	Central Assistance		Percentage of 5 to 4	Percentage of 6 to 4
				Grant	Loan		
1	2	3	4	5	6	7	8
I. Ministry of Food and Agriculture	Agriculture (including minor irrigation and land development)	1. Minor Irrigation including Tube-wells. 2. Land development and consolidation of holdings. 3. Seed farms. 4. Supply schemes and plant protection. 5. Development of commercial crops, horticulture and fruit preservation. 6. Agricultural education. 7. Agricultural research, information and statistics.					
	Animal Husbandry, Dairying and Fisheries	1. Animal husbandry, including sheep and wool and poultry development. 2. Veterinary education and rinderpest eradication. 3. Dairying and milk supply. 4. Fisheries.					
	Forests & Soil conservation.	1. Forestry schemes. 2. Soil conservation.					
	Cooperation	1. Cooperation and warehousing. 2. Marketing, cooperative farming and training.					
II. Ministry of Community Development	N.E.S. & Community Projects	1. N.E.S. and Community Projects. 2. Village Panchayats.					

1	2	3	4	5	6	7	8
III. Ministry of Irrigation & Power	Irrigation & Power	1. Multipurpose projects. 2. Irrigation schemes. 3. Power schemes. 4. Scarcity area schemes. 5. Power facilities for expansion of employment opportunities. 6. Flood Control.					
IV. Ministry of Commerce and Industry	Large and Medium Industries	Large and medium Industries.					
	Village and Small Industries	1. Handloom. 2. Small-scale Industries. 3. Industrial Estates. 4. Handicrafts. 5. Coir. 6. Silk. 7. Conversion of handlooms into power-looms.					
V. Ministry of Steel, Mines and Fuel	Mineral Development	Mineral Development.					
VI. Ministry of Transport and Communications	Roads	1. State Road Programme. 2. Roads of inter-state and economic importance.					
	Road Transport Minor Ports	Road Transport Minor Ports					
VII. Ministry of Education	Education (Other than Technical Education)	1. Elementary education. 2. Secondary education. 3. University education. 4. Other education schemes. 5. Welfare extension projects and 6. State Social Welfare Schemes.					

VIII. Ministry of Scientific Research and Cultural Affairs.	Technical Education	1. Technical Education. 2. Other schemes.
IX. Ministry of Health	Health	1. Water Supply and sanitation-rural/urban. 2. Education and training. 3. Control of diseases. 4. Primary health units and family planning. 5. Other schemes—Health. 6. Other schemes—Medical.
X. Ministry of Home Affairs	Welfare of Backward Classes (a) Scheduled tribes and Development of Scheduled Areas	1. Education. 2. Economic Uplift. 3. Health, housing and other schemes.
	(b) Scheduled Castes.	1. Education. 2. Economic Uplift. 3. Health, housing and other schemes.
	(c) Ex-Criminal Tribes	1. Education. 2. Other schemes.
	(d) Other Backward Classes	1. Education. 2. Other schemes.
	Social Welfare	1. Social Defence Programmes. 2. Social and Moral Hygiene and After-care programmes.

1	2	3	4	5	6	7	8
XI. Ministry of Works, Housing Supply	Housing	1. Slum clearance. 2. Subsidised industrial housing scheme. 3. Low-income group housing scheme. 4. Rural housing. 5. Plantation Labour housing scheme.					
XII. Ministry of Finance and Miscellaneous	Local Development Works.	Local Development Works.					
	Statistic	Statistical schemes.					
	Publicity	Publicity.					
	Other schemes	Other schemes.					

ANNEXURE II

LIST OF SCHEMES INCLUDED IN STATE DEVELOPMENT PLAN 1958-59.

State....................................

Head of Development*	Group*	Particulars of Schemes	Outlay in 1958-59	Distribution by schemes of loans and grants intimated in Finance Ministry's letter of March 22, 1958			Remarks
				Total	Loans	Grants	
1	2	3	4	5	6	7	8
		1. 2. 3.					
		Total for Group					
		1. 2. 3.					
		Total for Group					
		Total for head of development					

*See Annexure I for details.

No. F. 2(17)-PII/58

Government of India

MINISTRY OF FINANCE

(Department of Economic Affairs)

New Delhi, the 12*th May*, 1958.

From

Shri M. V. Rangachari,
Special Secretary to the Government of India.

To

All State Governments
(Finance Secretaries).

Subject: Procedure for release of Central Assistance for Plan schemes.

Sir,

I am directed to refer to item IV of the minutes of the Conference of State Finance Ministers held in November, 1957 and to this Ministry's letter No. F. 10(19) PII/57, dated March 22, 1958 in which it was stated that a separate communication would be sent on the subject of the procedure for release of Central assistance funds.

2. Central assistance for Plan schemes comprises :—

(*a*) assistance for schemes included in the State Plans ; and

(*b*) assistance for Centrally sponsored schemes.

In this Ministry's letter of March 22, 1958, the amounts of loans and grants available for State Plans during 1958-59 have been intimated. A similar statement in respect of loans and grants for Centrally sponsored schemes has been forwarded with this Ministry's letter No. F. 10(19) PII/57, dated April 30, 1958.

3. For the release of Central assistance for Plan schemes in both the categories mentioned above, the following procedure is proposed to be adopted :—

(*i*) A substantial portion of the assistance mentioned in para 2 above will be made available to the State Governments as lump sum

ways and means advances by this Ministry. Three-fourths of the total amount will be released in this way in nine equal monthly instalments beginning with May, 1958. Such releases will be made automatically on or about the 15th of the month.

(*ii*) On receipt of final sanctions for loans and grants from the Central Ministries in the latter half of February 1959, the Accountant General will clear these outstanding advances. The balance, if any, will be credited to the States by him in cash.

(*iii*) The ways and means advances will be interest free but the loans into which they are ultimately or any uncleared balance of such advances outstanding at the end of the year will be deemed to have been made to the State on the 1st October, 1958 and will carry the appropriate rate of interest.

(*iv*) The procedure for determining the sums payable as grants and loans is set out in the Planning Commission's letter No. Plan 5/2/57, dated 12th May, 1958 to the State Governments, a copy of which is being endorsed separately.

4. The above procedure will apply to all loans and grants to be given to the State Governments on account of Plan schemes except the loans for the D. V. C., the Hirakud and the Rajasthan Canal, funds for which will continue to be released as at present.

Yours faithfully,

(Sd/-) M. V. RANGACHARI.

Dated, the 12*th May*, 1958.

No. F. 2(17)-PII/58.

Copy forwarded to :

(*i*) All Ministries of the Government of India and all Departments of the Finance Ministry.

(*ii*) Comptroller and Auditor General, Accountant General (Central Revenues), all State Accountants General and Comptroller, Kerala.

(*iii*) All Heads of Divisions of the Expenditure Department.

(*iv*) Planning Commission.

(*v*) Development Commissioners of all State Governments.

(Sd/-) M. V. RANGACHARI.

APPENDIX IX

SUGGESTED DELEGATION OF FINANCIAL POWERS

Sl. No.	Nature of powers to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal, Agricultural College	District Agricultural Officer	Inspector/ Demonstrator
1	2	3	4	5	6	7	8	9
1.	Purchase of books, periodicals, newspapers, maps, etc., for official use.	Full powers	Rs. 1000 a year	Rs. 500 a year	Rs. 100 a year	Full powers	Rs. 100 a year	Rs. 10 a year
2.	To make local purchase of stationery for office in case of urgency.	Rs. 200 a year	Rs. 200 a year	Rs. 100 a year	Rs. 50 a year	Rs. 50 a year	Rs. 30 a year	Rs. 10 a year
3.	To give out urgent printing work to a private press without consulting Superintendent, Printing & Stationery.	Rs. 250 in each case subject to a limit of Rs. 1000 a year.	Rs. 250 in each case subject to a limit of Rs. 1000 a year.	Rs. 100 in each case subject to the limit of Rs. 500 a year.	Rs. 100 in each case with limit of Rs. 500 a year.	Rs. 100 in each case with limit of Rs. 500 a year.	Rs. 50 in each case with limit of Rs. 250 a year.	Nil
4.	To print locally small number of registered forms if supply is delayed.	Full powers	Full powers	Rs. 100 at a time ; not more than Rs. 500 a year.	Rs. 100 at a time ; not more than Rs. 500 a year.	Nil	Rs. 50 at a time and not more than Rs. 250 a year.	Nil
5.	To hire buildings on lease/ rent for use as an office or office-cum-residence.	Rs. 500 per month	Rs. 300 per month	Rs. 200 per month	Nil	Nil	Rs. 50 per month	Nil
6.	To sanction renting of godowns for purposes of seed stores, tractor accessories, etc.	Rs. 200 per month	Rs. 150 per month	Rs. 100 per month	Rs. 50 per month	Nil	Rs. 50 per month	Nil

7.	To sanction extraordinary contingent expenditure even where a reference to Govt. is essential under rules in an emergency.	Rs. 100 in each case.	Rs. 50 in each case.	Rs. 25 in each case.	Rs. 25 in each case.	Rs. 25 in each case.	Rs. 10 in each case.	Nil
8.	To sanction a permanent advance to the head of a subordinate office pending fixation of a suitable amount in consultation with **A. G.**	Upto Rs. 5000 for a new office.	Upto Rs. 100 for a new office.	Upto Rs. 100 for a new office.	Upto Rs. 100 for a new office.	Upto Rs. 100 for a new office.	Nil	Nil
9.	To sanction to a Govt. servant advances for the purchase of means of conveyance other than a motor car, motor boat or motor cycle.	Full powers	Full powers	Full powers	Full powers	Full powers	Full powers	Nil
10.	To sanction remission and suspension of advances made under Land Improvement Loans Act.	Rs. 1000 in each case.	Rs. 500 in each case.	Rs. 250 in each case.	Nil	Nil	Nil	Nil
11.	To sanction creation of temporary posts.	Upto class II (gazetted) for a period not exceeding one year.	Upto class II (gazetted) for a period not exceeding six months, in case of gazetted posts and one year for other posts.	Non-gazetted posts upto one year.	Non-gazetted posts upto a period not exceeding six months.	Non-gazetted posts upto a period not exceeding one year.	Non-gazetted posts upto a period not exceeding six months.	Nil
12.	To sanction estimates for the execution of works departmentally.	Rs. 50,000 in each case.	Rs. 25,000 in each case.	Nil	Nil	Nil	Nil	Nil

Sl. No.	Nature of powers to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal, Agricultural College	District Agricultural Officer	Inspector/ Demon
13.	To authorise commencement of urgent periodical repairs in buildings in anticipation of allotment of funds and sanction of estimates by competent authority.	Rs. 5,000	Rs. 3,000	Rs. 1,000	Rs.1,000	Rs. 1,000	Rs. 100	Rs. 25
14.	To pass and sanction excess expenditure over the sanctioned estimates on works.	Upto 10% of the original estimates subject to the total cost being within his power.	Upto 10% of the original estimates subject to the total cost being within his power.	Upto 5% of the original estimates subject to the total cost being within his power.	Nil	Nil	Nil	Nil
15.	To modify the details of work under any sub-work or detailed head of account in the case of an estimate sanctioned by Govt.	Full powers	Full powers	Full powers	Full powers	Nil	Nil	Nil
16.	To accept tenders for original and petty works and repairs.	Rs. 1,00,000	Rs. 50,000	Rs. 10,000	Rs. 10,000	Rs. 10,000	Rs. 2,000	Rs. 200
17.	Power to execute contracts and other instruments except those which affect real estate for sums not exceeding.	Rs. 1,00,000	Rs. 50,000	Rs. 10,000	Rs. 10,000	Rs. 10,000	Rs. 2,000	Rs. 200
18.	To sanction direct purchase of stores of foreign manufacture in case of emergency.	Rs. 20,000	Rs. 10,000	Rs. 2,000	Rs. 2,000	Rs. 2,000	Rs. 500	Rs. 100

19.	To sanction purchases of stores and articles of a capital nature such as scientific instruments and machinery (including live-stock).	Full powers	Rs. 25,000	Rs. 10,000	Rs. 20,000	Rs. 10,000	Nil	Nil
20.	To sanction the purchase of stores required for construction work (buildings).	Full powers	Rs. 20,000	Rs. 10,000	Rs. 10,000	Rs. 10,000	Rs. 2,000	Rs. 200
21.	To sanction estimate for manufacture and repairs in workshops, controlled by Deptt. of Agriculture.	Rs. 10,000 in each case	Rs. 5,000 in each case	Nil	Rs. 10,000 in each case	Nil	Nil	Nil
22.	To sanction purchase of stores required for the manufacture and repairs undertaken by the Workshops.	Rs. 10,000	Rs. 5,000	Nil	Rs. 10,000	Nil	Nil	Nil
23.	To increase the monetary limit for supply of stationery from the Superintendent, Printing and Stationery.	Full powers	Full powers	Nil	Nil	Nil	Nil	Nil
24.	Contracts for sale of Farm or Garden produce.	Full powers	Full powers	Full powers	Full powers	Full powers	Upto Rs. 500 a year	Upto Rs. 100 a year
25.	To accept tenders and enter into contracts for the execution of sanctioned work.	Full powers	Full powers	Rs. 10,000	Rs. 50,000	Rs. 10,000	Rs. 5,000	Nil
26.	To alter time-limit, and to remit or reduce the penalty provided in all agreements and contracts executed by the officer concerned.	Full powers	Full powers	Full powers	Full powers	Full powers	Full powers	Nil

Sl. No.	Nature of powers to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal, Agricultural College	District Agricultural Officer	Inspector/ Demonstrator
27.	To accept piece work agreements for execution of a sanctioned work within the amount sanctioned by the competent authority.	—	—	—	Full powers	—	—	Full powers
28.	To revise the rates of contracts and agreements and to fix a date from which the revision of rates is to take effect.	Full powers	Nil	Nil	Nil	Nil	Nil	Nil
29.	To dispense with earnest or security money when plant & machinery, implements, spares, etc. are supplied and erected by the firms of undoubted financial standing and repute.	Full powers	Full powers	Nil	Full powers for spares & implements only.	Nil	Nil	Nil
30.	To sanction the purchase and manufacture of office furniture and necessary estimates thereof.	Full powers	Full powers	Rs. 1,000 a year.	Rs. 1,000 a year.	Rs. 1,000 a year.	Rs. 250 a year.	Rs. 50 a year.
31.	To sanction hiring of furniture.	Full powers	Full powers	Rs. 250 for offices under him & Rs. 100 for his own office; not more than a period of 2 months in a year.	Rs. 250 for offices under him & Rs. 100 for his own office; not more than a period of 2 months in a year.	Rs. 100 not for more than 2 months in a year.	Rs. 25 a month not exceeding one month in a year.	Rs. 10 a month not exceeding one month in a year.

32	To sanction the purchase of tents and chhowldaries.	Full powers	Full powers	Rs. 1,000 in each case.	Rs. 1,000 in each case.	Rs. 1,000 in each case.	Rs. 250 in each case.	Nil
33.	To sanction purchase of typewriters.	Full powers	Full powers	Nil	Nil	Nil	Nil	Nil
34.	To dispose of through a Commission agent or by auction or otherwise stocks (as distinct from surplus stock) of articles manufactured in Workshop.	Full powers	Full powers	Nil	Rs. 10,000	Nil	NiL	Nil
35.	To sanction refund of revenue.	Full powers	Upto Rs. 5,000	Rs. 1,000	Nil	Nil	Rs. 500	Rs. 25
36.	To sanction the write off of advances which they may have the power to sanction.	Rs. 500 in each case	Rs. 300 in each case	Nil	Nil	Nil	Nil	Nil
37.	To write off losses arising from stores of any kind (including machinery, implements, bullocks, houses, misc. articles,, etc. purchased from farm or any other grants) which deteriorate or become surplus or unserviceable to the extent that they must be sold or written off.	Full powers	Full powers	Rs. 5,000	Rs. 10,000	Rs. 5,000	Rs. 1,000	Rs. 25
38.	(*i*) To write off irrecoverable dues of Govt. seed stores, farms and gardens in cases in which recovery through revenue authorities or from sureties is not practicable.	Full powers	Full powers	Rs. 100 in each case subject to Rs. 1,000 a year.	Nil	Nil	Rs. 25 in each case. Rs. 200 a year.	Nil

Sl. No.	Nature of powers to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal, Agricultural College	District Agricultural Officer	Inspector Demonstrator
	(*ii*) To write off interest on irrecoverable dues referred to (i) above.	Full powers	Full powers	Rs. 50 in each case	Nil	Nil	Rs. 10 in each case.	Nil
	(*iii*) To write off losses of saleable implements due to breakage, accidents, etc.	Full powers	Full powers	Rs. 50 in each case	Nil	Nil	Rs. 10 in each case.	Nil
	(*iv*) To write off losses of stores due to unusual occurrence *e.g.* damage by weevils, rats, white-ants, rains, etc.	Full powers	Full powers	1% of the total stock	Nil	Nil	1% of the total stock.	Nil
39.	To write off shortages occurring due to petty theft, weighments and in transit.	Full powers	Full powers	Full powers	½% Rabi seeds. 1% Kharif seeds.	½% Rabi seeds. 1% Kharif seeds	Nil	Nil
40.	To write off losses due to driage in plants and grafts.	Full powers	Full powers	Upto 10%	Nil	Nil	Upto 5%	Upto 2%
41.	To sanction expenditure on demonstration of implements, improved seeds, fertilisers, etc.	Full powers	Full powers	Upto Rs. 100 in each case.	Upto Rs. 100 in each case.	Nil	Upto Rs. 25 in each case.	Nil
42.	To sell at a reduced rate surplus stock (seeds, plants and grafts).	Full powers	Full powers	Upto 2 lbs. of seed of each kind and value not exceeding Rs. 100 in each case.	Nil	Upto 1 lb. of seed of each kind & value not exceeding Rs. 50 in each case	Upto 1 lb. of seed of each kind & value not exceeding Rs. 50 in each case.	Nil

43.	To sell at a reduced rate surplus stock, manures and fertilisers, including green manures seeds, oil-cakes, phosphatic fertilisers, blood meal and meat meal.	Full powers	Full powers	Rs. 5,000 in each case.	Nil	Nil	Rs. 2,000 in each case	Nil
44.	To sanction reappropriation and transfer of funds from one minor head or scheme to another.	Full powers	Nil	Nil	Nil	Nil	Nil	Nil
45.	To sanction drawing of advances in order to meet emergent expenditure in cases where credit purchases are not possible.	Rs. 10,000 in each case.	Rs. 10,000 in each case.	Rs. 2,000 in each case.	Rs. 2,000 in each case.	Rs. 2,000 in each case.	Rs. 500 in each case.	Nil

SUGGESTED DELEGATION OF ADMINISTRATIVE POWERS

Sl. No.	Nature of power to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal Agricultural College	District Agricultural Officer	Inspector/ Demonstrator
1	2	3	4	5	6	7	8	9
1.	Power to appoint technical and ministerial non-gazetted staff.	Full power	Technical staff upto one year. Full power in regard to ministerial staff.	Technical staff upto a limit of 6 months subject to general approval of Director. Full powers in regard to ministerial staff working under him subject to general approval of Director.	Technical staff upto a limit of 6 months subject to general approval of Director. Full powers in regard to ministerial staff working under him subject to general approval of Director.	Technical staff upto a limit of 6 months subject to general approval of Director. Full powers in regard to ministerial staff working under him subject to general approval of Director.	Full power in regard to ministerial non-gazetted staff working under him subject to general approval of the Director.	Nil
2.	Power to make officiating appointment where necessary in place of Government servants sent for training.	Upto 6 months in respect of class II posts. Full powers in respect of non-gazetted staff.	Nil	Nil	Nil	Nil	Nil	Nil

3. Power to make officiating appointments where necessary by local promotion.	Full power	Upto 3 months	Upto 3 months under intimation and subject to approval of Director of Agriculture in due course.	Upto 3 months under intimation and subject to approval of Director of Agriculture in due course.	Upto 3 months under intimation and subject to approval of Director of Agriculture in due course.	Upto 3 months under intimation and subject to approval of Director in due course.	Nil
4. Power to permit charge of a gazetted Government servant to be made elsewhere than at headquarters.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
5. Power to make transfers of class II officers and Technical & non-gazetted ministerial staff.	Full power	Full power in regard to technical & ministerial non-gazetted staff.	Full power in regard to technical and ministerial non-gazetted staff within his jurisdiction subject to intimation being sent to Director.			Full power in regard to ministerial non-gazetted staff subject to intimation being sent to Director.	Nil
6. To sanction honoraria to Government servants.	Non-recurring upto Rs. 1000 in each case subject to an annual limit of Rs. 5,000.	Non-recurring upto Rs. 500 in each case subject to an annual limit of Rs. 2,000.	Non-recurring upto Rs. 100 in each case subject to an annual limit of Rs. 500	Non-recurring upto Rs. 100 in each case subject to an annual limit of Rs. 500.	Non-recurring upto Rs. 100 in each case subject to an annual limit of Rs. 500.	Non-recurring upto Rs. 50 in each case subject to an annual limit of Rs. 200.	Nil
7. To permit acceptance of a fee by a Government servant.	Non-recurring fee or fees not exceeding Rs. 2,000 in each case, recurring upto Rs. 100 in each case.	Non-recurring fee or fees not exceeding Rs. 1000 in each case, recurring upto Rs. 50 in each case.	Non-recurring upto Rs. 500 in each case, recurring not exceeding Rs. 20 in each case.	Non-recurring upto Rs. 500 in each case, recurring not exceeding Rs. 20 in each case.	Non-recurring upto Rs. 500 in each case, recurring not exceeding Rs. 20 in each case.	Non-recurring fee or fees upto Rs. 200 in each case. Recurring upto Rs. 10 in each case.	Nil

Sl. No.	Nature of power to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal Agricultural College	District Agricultural Officer	Inspector/ Demonstrator
8.	Power to grant subsistence allowance drawn by a suspended Government servant, in excess of that permissible under normal rules.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
9.	Power to withhold increments of gazetted officers if their conduct or work has not been satisfactory.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
10.	Power to withhold increments of non-gazetted staff if their conduct or work has not been satisfactory.	Full power	Full power	Full power in respect of staff working in his jurisdiction.	Full power in respect of staff working in his jurisdiction.	Full power in respect of staff working in his jurisdiction.	Full power in respect of staff working in his jurisdiction.	Nil
11.	Power to allow gazetted officers to cross efficiency bar.	Full power	Nil	Nil	Nil	Nil	Nil .	Nil
12.	Power to allow non-gazetted officers to cross efficiency bar.	Full power	Full power	Full power in respect of staff in his jurisdiction.	Full power in respect of staff in his jurisdiction.	Full power in respect of staff in his jurisdiction.	Full power in respect of staff in his jurisdiction.	Nil
13.	Power to suspend class II officers on the condition that a report about the reasons therefor is sent immediately to Government.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
14.	Power to suspend non-gazetted staff.	Full power	Full power	Full power in respect of staff in his jurisdiction.	Full power in respect of staff in his jurisdiction.	Full power in respect of staff in his jurisdiction.	Nil	Nil

15.	Power to grant extension of service or re-employment after superannuation to all non-gazetted Govt. servants not exceeding one year.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
16.	Power to retain a ministerial Govt. servant in service even after the age of 55 years but not exceeding 60 years.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
17.	Power to grant leave extending beyond the date of superannuation to non-gazetted Government servants.	Upto a limit of 6 months after superannuation provided such leave was due but had been refused to the Govt. servant in the public interest.	Nil	Nil	Nil	Nil	Nil	Nil
18.	Power to grant daily allowance and to sanction halt beyond 10 days.	Upto a limit of 60 days in individual cases.	Nil	Nil	Nil	Nil	Nil	Nil
19.	Power to grant fixed T.A. or fixed conveyance allowance where considered necessary.	Subject to a limit of Rs. 100 p.m. for gazetted & Rs. 40 for non-gazetted Govt. servants.	Nil	Nil	Nil	Nil	Nil	Nil

Sl. No.	Nature of power to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal Agricultural College	District Agricultural Officer	Inspector/ Demonstrato
20.	Power to allow T.A. for journey to join first appointment in Govt. service wherever considered essential.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
21.	Power to permit officers to attend conferences and meetings in any part of India provided such meetings and conferences relate to the special subject dealt with by that officer.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
22.	Power to allow daily allowance at a place of training.	Upto such extent and such period as may be considered necessary in each case.	Nil	Nil	Nil	Nil	Nil	Nil
23.	Power to act as controlling authority in respect of T.A. of gazetted officers.	In respect of bills of all class I officers and those class II officers who are not under the direct subordination of any class I officer.	In respect of bills of class II officers under him.	In respect of bills of class II officers within his jurisdiction.	In respect of bills of class II officers within his jurisdiction.	In respect of bills of class II officers within his jurisdiction.	Nil	Nil

24.	Power to fix the head-quarters of any post within the state.	Full power	Nil	Nil	Nil	Nil	Nil	Nil
25.	To pass orders on reimbursement of cost of medical treatment of Govt. servants and their families.	Full power	Full power in respect of officers under him.	Full powers in respect of officers under him.	Full powers in respect of officers under him.	Full powers in respect of officers under him.	Full powers in respect of officers under him.	Nil
26.	To sanction advance from G.P. Fund and C.P. Fund for special reason.	Full power upto the balance of account.	Full power upto class II officers.	Full power in respect of non-gazetted staff under him (upto the balance of account).			Full powers in respect of non-gazetted staff under him (upto the balance of account).	Nil
27.	Power to grant leave to a Govt. servant in respect of whom a medical committee has reported that there is no reasonable prospect that he will ever be fit to return to duty.	Full power	Full power in respect of staff whom he is competent to grant leave.	Full power in respect of non-gazetted Govt. servants to whom he is competent to grant the leave.	Full power in respect of non-gazetted Govt. servants to whom he is competent to grant leave.	Full power in respect of non-gazetted Govt. servants to whom he is competent to grant leave.	Full power in respect of non-gazetted Govt. servants to whom he is competent to grant leave.	Nil
28.	Power to grant leave (other than disability leave and leave extending beyond the date of compulsory retirement) to a gazetted Govt. servant who is not in foreign service.	Full power under intimation to Government.	Nil.	Nil	Nil	Nil	Nil	Nil
29.	Power to grant leave (other than disability leave and leave extending beyond the date of compulsory retirement) to non-gazetted Govt. servant who is not on foreign service.	Full power	Full power.	Full power in respect of Govt. servants in his jurisdiction.	Full power in respect of Govt. servants in his jurisdiction.	Full power in respect of Govt. servants in his jurisdiction.	Upto six weeks in respect of staff when he is the appointing authority.	Nil

Sl. No.	Nature of power to be delegated	Director of Agriculture	Jt. or Addl. Director of Agriculture	Dy. Director of Agriculture	Agricultural Engineer	Principal Agricultural College	District Agricultural Officer	Inspector/ Demonstrator
30.	Power to sign the entries in the leave accounts, service rolls and service books of non-gazetted ministerial, inferior and petty staff and to sign requisitions and indents for stationery and printing of forms, reports etc.	Full power. This power may also be exercised by any officer authorised by him.	Full power	(1) Full power in respect of staff working under him. (2) The monetary limits fixed in the case of stationery are not exceeded.	(1) Full power in respect of staff working under him. (2) The monetary limits fixed in the case of stationery are not exceeded.	(1) Full power in respect of staff working under him. (2) The monetary limits fixed in the case of stationery are not exceeded.	(1) Full power in respect of staff working under him. (2) The monetary limits fixed in the case of stationery are not exceeded.	Nil Nil
31.	Power to grant increments to the ministerial staff.	Full power	Full power	Full power in respect of staff working under him.	Full power in respect of staff working under him.	Full power in respect of staff working under him.	Full power in respect of staff working under him.	Nil
32.	Power to grant study leave.	Full power	Nil,	Nil	Nil	Nil	Nil	Nil

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